

R E P O R T R E S U M E S

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JC 670 934

EFFECTIVE JUNIOR COLLEGE PROGRAMS OF COMMUNITY SERVICES--RATIONALE, GUIDELINES, PRACTICES.

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REPORT NUMBER UCLA-JCLP-OR-10

PUB DATE SEP 67

EDRS PRICE MF-\$0.50 HC-\$3.00 77P.

DESCRIPTORS- \*JUNIOR COLLEGES, \*COMMUNITY SERVICE PROGRAMS, \*COMMUNITY COOPERATION, \*SCHOOL COMMUNITY RELATIONSHIP, \*PUBLIC RELATIONS,

FROM A STUDY OF 99 JUNIOR COLLEGES, THE AUTHOR DESCRIBES FOUR MAJOR PROGRAM OBJECTIVES OF COMMUNITY SERVICES--(1) TO MAKE THE COLLEGE A CENTER OF COMMUNITY LIFE THROUGH USE OF ITS FACILITIES BY COMMUNITY GROUPS, (2) TO PROVIDE EDUCATIONAL SERVICES OF THE PROFESSIONAL STAFF TO ASSIST IN THE SOLUTION OF COMMUNITY PROBLEMS, (3) TO PROMOTE THE CULTURAL, INTELLECTUAL, SOCIAL, AND RECREATIONAL LIFE OF THE COMMUNITY, AND (4) TO INTERPRET THE COLLEGE AND ITS PROGRAM TO THE COMMUNITY AND ELICIT ITS ACTIVE SUPPORT. TABLES LIST DETAILS OF THE SERVICES THAT A BASIC COMMUNITY SERVICE PROGRAM SHOULD INCLUDE. THE AUTHOR POINTS OUT THAT EFFECTIVE ADMINISTRATION INCLUDES DETERMINING THE NATURE AND SCOPE OF THE PROGRAM, SECURING COMMUNITY AND COLLEGE SUPPORT FOR IT, ORGANIZING THE COMPLETE OPERATION, AND MAINTAINING CONSTANT SUPERVISION AND EVALUATION. (14)

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# EFFECTIVE JUNIOR COLLEGE PROGRAMS OF COMMUNITY SERVICES: RATIONALE, GUIDELINES, PRACTICES

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OCCASIONAL REPORT  
FROM UCLA JUNIOR  
COLLEGE LEADERSHIP  
PROGRAM NUMBER

10

# **Effective Junior College Programs of Community Services: Rationale, Guidelines, Practices**

*by*

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*Occasional Report Number 10*

**JUNIOR COLLEGE LEADERSHIP PROGRAM**

**SCHOOL OF EDUCATION**

**UNIVERSITY OF CALIFORNIA, LOS ANGELES**

*September, 1967*

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# CONTENTS

<b>PREFACE</b> . . . . .	<b>5</b>
<b>CHAPTER I.</b> <b>AN OVERVIEW</b> . . . . .	<b>7</b>
<b>CHAPTER II.</b> <b>SURVEY OF RELATED LITERATURE</b> . . . . .	<b>13</b>
Development of Community Service Function . . . . .	14
Nature and Scope of the Program . . . . .	19
<b>CHAPTER III.</b> <b>COMMUNITY SERVICES PROGRAM OBJECTIVES</b> <b>AND CRITICAL INCIDENTS CONTRIBUTING</b> <b>TO THEIR ACHIEVEMENT</b> . . . . .	<b>23</b>
Program Objectives . . . . .	23
Critical Incidents . . . . .	25
<b>CHAPTER IV.</b> <b>CRITICAL REQUIREMENTS FOR EFFECTIVE</b> <b>COMMUNITY SERVICE PROGRAMS</b> . . . . .	<b>37</b>
Critical Behaviors . . . . .	37
Critical Requirements . . . . .	51
<b>CHAPTER V.</b> <b>CHECK LIST FOR EFFECTIVE PROGRAMS OF</b> <b>COMMUNITY SERVICES</b> . . . . .	<b>63</b>
Contributing Factors and Suggested Improvements . . . . .	63
Check List of Critical Requirements . . . . .	69

## PREFACE

In 1955, I was invited to prepare a statement on "the most important junior college development in the past twenty-five years" for publication in the Silver Anniversary issue of the *Junior College Journal*. At that time I wrote, "It is the considered judgment of this author that the most important junior college development of the past twenty-five years has been *the emergence of the concept of the public junior college as a community college*."<sup>1</sup>

In the intervening years, there has been no reason for me to change this view. As a matter of fact, the history of the junior college in recent years has served to accentuate the role of the two-year college as a community institution.

The junior college serves its community as it offers courses and curricula adapted to the particular needs of its district. In addition, however, the junior college provides community services over and beyond regularly scheduled day and evening courses—such as, for example, sponsoring cultural and recreational activities and making its plant and facilities available for community use. These are the types of services of which Dr. Harlacher writes in this publication.

Despite the recognized importance of community service, the literature on this subject is limited indeed. Addressed as it is to the rationale of, guidelines for, and practices in effective junior college community service programs, Dr. Harlacher's nationwide study, here reported in condensed form, makes an important contribution to the field.<sup>2</sup> It should prove useful to junior college administrators, other staff members, boards of trustees, and lay citizens—as well as to researchers of community service and on the junior college.

Dr. Harlacher's background particularly qualifies him to plan and conduct such a study as he reports in this monograph. He has been an administrator in charge of community service programs and

<sup>1</sup> B. Lamar Johnson, "An Emerging Concept Points to the Future," *Junior College Journal*, XXV (Apr. 1955), 482-485.

<sup>2</sup> Ervin Le Roy Harlacher, "Critical Requirements for the Establishment of Effective Junior College Programs of Community Services" (unpublished Ed.D. dissertation, University of California, Los Angeles, 1965).

has organized and developed such programs in California junior colleges. In addition, he has written extensively in the field and has had an important role of "community service leadership" in state and national junior college organizations.

Oakland Community College, Michigan—where Dr. Harlacher is—has contributed to the costs of this publication.

B. LAMAR JOHNSON

## CHAPTER I

### AN OVERVIEW

During the past several decades the junior college has changed from an isolated entity to an institution seeking full partnership with its community—a community college. Today the community college is more and more becoming for its district community a cultural center, a focal point of intellectual life, a source of solidarity and of local pride. It is emerging as the means by which citizens learn to recognize their civic responsibilities and their common interests in other activities and institutions.

Its evolution has been characterized in three stages: (1) education for transfer, (2) expansion of occupational programs, and (3) the addition of adult education and community services. The first two major functions of the junior college were well established before 1945. Now, more than two decades later, community services determine, to an important degree, the extent of community understanding and support of the several functions of the college.

In a recent study of public demands made upon boards of trustees of junior college districts, it was found that the most frequent type of demand was "related to the use of the college plant and facilities for civic affairs, for athletic events, and for cultural enrichment." This led the author to conclude that

... the planning and the management of community services is a responsibility that will become increasingly important [and] this aspect of junior college service should be given as much thought and consideration as some of the more formal academic programs.<sup>1</sup>

While the community college may provide community services through its regular programs and activities, an increasing number of junior colleges now provide special programs of community services. Thus, these programs may be thought of as educational, cultural, and recreational services which the college provides for its community above and beyond regularly scheduled day and evening classes.

The study which led to this report, and which was sponsored by

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<sup>1</sup> Walter B. Pentz, "The Effect of Population Changes upon the Demands Made by the Public of Junior College Trustees" (unpublished Ed.D. dissertation, University of California, Los Angeles, 1967), p. 56.



the American Association of Junior Colleges, was concerned with the administration of junior college programs of community services—specifically, with the establishment and supervision of these special programs. Since the extent and effectiveness of programs of community service depend largely on the amount and type of administrative leadership they receive, a primary purpose of the investigation was to determine which of the many administrative acts or procedures that might be employed in the establishment and supervision of community services seem to be related most closely to the marked success or failure of these programs. More specifically, it was intended: (1) to identify objectives of community service programs, (2) to identify critical incidents which are effective or ineffective in achieving these objectives, and (3) to determine the critical requirements for effective programs of community services, on the basis of critical behaviors abstracted from the critical incidents.

Critical requirements differ from requirements that appear important but which, in practice, have no appreciable effect on the outcome of the community services program. These requirements were identified through the use of the Critical Incident Technique, developed by John C. Flanagan and his colleagues at the University of Pittsburgh and used with gratifying success in business, industry, and the professions. This technique places emphasis upon discovery of those behavioral requirements which are critical in the sense that significant numbers of knowledgeable individuals have observed them to be crucial factors in the achievement of the objectives of a job or activity—in this instance, the program of community services. It differs from traditional methods of determining requirements. Rather than begin with a master list of procedures and then attempt to determine the relationship between each procedure and some objective measure of success or failure, the Critical Incident Technique makes it possible to consider both of these factors simultaneously in actual situations in the field.

The inquiry form approach was selected for the study because it was the only means by which a single researcher could gather a large, cross-sectional sample of incidents national in scope. But before the inquiry forms could be developed, it was necessary to determine the objectives of the program of community services. Four objectives were identified on the basis of a survey of related literature in the field and correspondence with twenty-five presidents of California public junior colleges which claimed community service as a major function. These objectives were: (1) community use of college facilities, (2) community educational services, (3) cultural and recreational activities, and (4) institutional development.

The colleges to be included in the survey were selected on the basis of their claim to community service as a major function. Three hundred eighty-five administrators and staff supervisors in eighty-eight public and eleven private junior colleges in thirty-one states responded to the inquiry form. Participating institutions ranged in size from full-time enrollments under 500 to 10,000 and over; the median enrollment for these colleges, however, was 1,000 to 2,499. These institutions were located in district communities or service areas that ranged in population from 2,500-5,000 to 1,000,000 or more. The median population of these district communities was 100,000 to 250,000. The public junior colleges studied were most frequently operated by separate junior college districts, and 83 percent of the districts operated only one college campus.

Responding to a check list of program objectives and categories of community service, the overwhelming majority of both public and private junior colleges claimed all four objectives and provided seven categories of community service representing the four objective areas. Of the twenty-eight check-list categories of community service, the private junior colleges reported all but eight proportionately more frequently than did the public junior colleges.

Respondents supplied 740 reports of critical incidents—specific activities said to be highly effective or ineffective in achieving an objective of the program of community services. Classified into the four program objective areas and twenty-eight categories reflecting the subject matter of the incidents, the greatest number (262 each) were reported in the objective areas of Community educational services and Cultural and recreational activities.

Each of the incidents contained acts or behaviors which contributed to or interfered with the effectiveness of the incident and the achievement of a specific program objective. Thus, it was the inclusion or exclusion of these critical behaviors or the manner in which they were carried out that determined the effectiveness or ineffectiveness of the incidents in achieving a program objective.

A total of 1,362 reported critical behaviors were classified into the four objective areas, twenty-eight critical incident categories, and seventeen behavioral subcategories, reflecting the subject matter of the critical behaviors. When duplicates were eliminated, it was found that 492 different critical behaviors contributed to or interfered with the effectiveness of critical incidents in each of the twenty-eight categories.

But a list of 492 critical behaviors classified according to the critical incidents would have limited value in the establishment of effective programs of community services. The critical behaviors as

classified, however, did not represent 492 different procedures; a high degree of mutuality existed among the critical behaviors, even though identified in regard to different program objectives and different categories within each objective area. Through a further step in the analytical reduction used to classify the critical behaviors, it was found that there were ninety-one separate procedures—known as *critical requirements*.

To further increase the usefulness of the list of critical requirements, the effective procedures were grouped into three major areas and sixteen categories of administrative responsibility. These areas and categories represent what administrators and staff supervisors must do in order to develop effective programs of community service.

Thirty-eight of the critical requirements concerned Securing community and college support for the program of community services. The remaining requirements were divided about evenly between Determining nature and scope of program and Organizing and administering program. The sixteen critical requirement categories reflect the subject matter of the ninety-one behavioral requirements. Fifteen of these apply to the category, Maintain effective internal and external communication; twelve are related to Provision of effective administration and supervision; eleven consist of effective procedures regarding Community involvement in planning and development.

The critical requirement representing the greatest number of critical behaviors is related to the use of a wide variety of media to communicate with the public and reach all segments of the college district community. Two other requirements to which relatively large numbers of critical behaviors apply are: Tailor programs to meet needs of a specific group in district community and Involve personnel of appropriate organizations in planning of program. Four of the twelve most frequently reported requirements concerned effective planning and research, with behaviors specifically related to (1) providing for long-range program planning, (2) the careful planning of all details of each specific service or activity, (3) the initiation at an early date of planning for these services or activities, and (4) consideration of the timing of each service or activity. The four other most frequently reported critical requirements were split evenly between effective administration and supervision of the program and the establishment of high standards for public performance.

Since it is the purpose of this report to suggest guidelines, based upon critical requirements, for the establishment or expansion of programs of community services, interfering incidents will be considered only incidentally. These largely consist of failure to take

positive action on requirements identified as critical, and can be inferred from the contributing incidents reported.

But before setting out in some detail the results of the study summarized above, it may be helpful to present a brief review of the literature in the field. Because the development of the community service function is an outgrowth of the attempt to satisfy community needs, some knowledge of the various points of view concerning it may have considerable value for community colleges desirous of establishing or expanding programs of community services.

## CHAPTER II

### SURVEY OF RELATED LITERATURE

The community college is "committed by philosophy to the specific purposes of serving all members of the community."<sup>1</sup> And the acceptance of community services as a major function of this truly unique institution of higher education has led to the junior college's identity as a "community service agency."<sup>2</sup> Indeed, "It is hardly conceivable that an institution would long remain in a community and not feel the obligation and challenge to perform such services."<sup>3</sup> But one grave obstacle sometimes stands in the way of fulfilling that obligation: the attitude of presidents, deans, other administrators, and faculty, that the program of community services is "merely an extension of so-called regular activities and therefore can safely be thought about as being secondary."<sup>4</sup>

While it is true that the community college provides community services through many of its regular programs and activities, including the development of curricula based on identified community needs, an increasing number of colleges are coming to realize the need for developing programs specifically directed toward community services. This awareness stems from the fact that "community services" extend beyond those bound in with the educational program. But for community services to achieve their maximum potential, the close co-operation of citizens and community agencies—educational, cultural, recreational, professional, and industrial—is required. Thus, the role of the college in providing a special program of community services becomes that of a catalytic force—to supply the leadership, co-ordination, and co-operation necessary to stimulate action programs by appropriate individuals and groups within the community.<sup>5</sup>

<sup>1</sup> Ralph R. Fields, *The Community College Movement* (New York: McGraw-Hill, 1962), p. 90.

<sup>2</sup> James W. Reynolds, *An Analysis of Community Service Programs in Junior Colleges* (Washington: U.S. Office of Education, 1960), p. 9.

<sup>3</sup> Leland L. Medsker, *The Junior College: Progress and Prospect* (New York: McGraw-Hill, 1960), p. 83.

<sup>4</sup> Cyril O. Houle, "The Obligation of the Junior College for Community Service," *Junior College Journal*, XLI (May 1960), 515.

<sup>5</sup> Ervin L. Harlacher, "California's Community Renaissance," *Junior College Journal*, XXXIV (Apr. 1964), 14.



But community service is still an emerging function, despite the fact that leaders in the movement have long emphasized it as a major function of the junior college; but only rarely has the emphasis been transplanted into constructive programs at the local level. Unhappily, "the colleges that are the furthest along in working with their communities are less advanced in this regard than they are in other services such as preparing young people for college or a vocation."<sup>8</sup>

#### DEVELOPMENT OF COMMUNITY SERVICE FUNCTION

Many different definitions of community services are found in the literature. Reynolds views community services "as involving both college and community resources and conducted for the purpose of meeting specified educational needs of individuals or enterprises within the college or the community."<sup>9</sup> Medsker defines community services as the various special services an educational institution may provide for its community over and beyond formalized classroom instruction.<sup>10</sup> Essentially, the definition used in this report is an amalgam of these; namely, community services are educational, cultural, and recreational services which an educational institution may provide for its community over and beyond regularly scheduled day and evening classes.

The genesis of the community service function in the community college can be traced to two different movements in American education, the community school concept in the public schools and the community development concept in the four-year institutions of higher education.

##### Community School Concept

Two distinct emphases characterized what was initially known as the community school concept: (1) service to the whole community, not merely to the children attending the schools, and (2) "discovery, development, and use of the resources of the community as part of the educational facilities of the school."<sup>11</sup> This concept of service to the total community is significant, for the easy course is to limit the program of the school to the students and perhaps their parents. However, authorities estimate that from 40 to 60 percent of the

<sup>8</sup> Fields, *op. cit.*, p. 81.

<sup>9</sup> James W. Reynolds, "Community Services," in Nelson B. Henry, ed., *The Public Junior College*, 55th Yearbook, National Society for the Study of Education (Chicago: The University of Chicago Press, 1956), p. 142.

<sup>10</sup> Medsker, *op. cit.*, p. 78.

<sup>11</sup> Maurice F. Seay and Ferris N. Crawford, *The Community School and Community Self-Improvement* (Lansing, Mich.: Clair L. Taylor, Superintendent of Public Instruction, 1954), p. 209.

community's voting citizens are not parents of public school children.<sup>10</sup> Thus if the public schools were to fulfill their assigned function of community improvement, it was necessary that they take into consideration the 40 to 60 percent, for it was "certain that schools must be closely attuned to the lives of the people they serve."<sup>11</sup>

The community school's role in community improvement is (1) to promote a sense of community; (2) to acquaint pupils with their communities; (3) to assist communities in identifying problems; (4) to gather and disseminate information needed to solve community problems (frequently students assist with surveys); and (5) to expedite and help co-ordinate efforts toward community improvement.<sup>12</sup>

But not all public schools are "community schools," many of them being "insulated islands, cut off by channels of convention from the world which surrounds them, and the inhabitants of the islands rarely venture to cross these channels during school hours."<sup>13</sup> Such institutions, which stand apart from this major current of cultural growth, limit their influence and court isolation. "The Latin Grammar School and the academy stood apart and became isolated and essentially extinct."<sup>14</sup>

#### Community Development Concept

At the other end of the educational spectrum a similar view of the role of education in improving community life was taking shape. Community development in four-year institutions of higher education, usually administered as a part of university extension, was conceived to be "a process of community education and action democratically organized and carried through by the people themselves to reach goals they hold in common for the improvement of the entire community."<sup>15</sup> The concept of helping people to help themselves was not new. The American Lyceum, established in 1826, was based on the principle of citizen participation in community development, the importance of a community climate of problem-solving on a face-to-

<sup>10</sup> Herbert M. Hamlin, *Citizens' Committees in the Public Schools* (Danville, Ill.: The Interstate Printers and Publishers, 1952), p. 137.

<sup>11</sup> Truman Pierce et al., *Community Leadership for Public Education* (New York: Prentice-Hall, Inc., 1955), p. iv.

<sup>12</sup> National Education Association, Educational Policies Commission, *Strengthening Community Life: Schools Can Help* (Washington: The Association, 1954), pp. 15-19.

<sup>13</sup> Hamlin, *op. cit.*, p. 130.

<sup>14</sup> Harold H. Punke, *Community Use of School Facilities* (New York: King's Crown Press, 1951), p. 215.

<sup>15</sup> Katherine Lackey, *Community Development Through University Extension* (Carbondale, Ill.: Southern Illinois University, 1960), p. 14.

face basis, and the utilization of educational resources to solve practical problems. When the Lyceum died out in 1840, the Chautauqua, initiated in 1874, carried forward the Lyceum "spirit" and became a symbol of education and culture until its peak year in 1924.<sup>16</sup>

Another step in the evolution of the community development concept in four-year institutions was the establishment of agricultural extension as a function of American universities under the Morrill and Smith-Lever Acts.<sup>17</sup> And, during the 1940's, a number of pilot projects in four-year institutions of higher education helped to define and popularize community development as a specialized function of higher education. A 1957 survey revealed that activities under the label of community development were sponsored by twenty-nine American universities. In thirteen of these, administrative areas of community development had been established.<sup>18</sup>

Many similarities can be noted between community services as defined in this report and the following definition of community development:

Community development reaches beyond the limitations of the membership of any particular group or class; it offers educational experience to the citizen in his daily affairs whether he is or is not enrolled in a formal class, discussion group, membership group, or school.<sup>19</sup>

This is not to suggest that certain basic differences do not exist between the two programs; but it should be pointed out that the "two approaches merge in practice—or at least, the end results show striking similarities."<sup>20</sup>

#### Community College Concept

There seems little doubt that the community school concept in the public schools and the community development concept in the four-year institutions of higher education have had a profound influence on the development of the community college and its community service function. The philosophy that the community college campus encompasses the length and breadth of the college district or service area may be a direct contribution of the original concept of extension services in land-grant colleges and universities.

<sup>16</sup> Bertis L. Jones, "The History of Community Development in American Universities with Particular Reference to Four Selected Institutions" (unpublished Ed.D. dissertation, University of California, Los Angeles, 1961), pp. 329-332.

<sup>17</sup> *Ibid.*, p. 332.

<sup>18</sup> Bertis L. Jones, "The Status of Community Development in the United States" (unpublished report based on a survey of 75 National University Extension Association institutions, 1957).

<sup>19</sup> Paul L. Essert, *Creative Leadership of Adult Education* (New York: Prentice-Hall, Inc., 1951), p. 19.

<sup>20</sup> Lackey, *op. cit.*, p. 93.



In any case, the community college has looked beyond its classrooms and campus and found educational needs in the community of which it is an integral part.<sup>21</sup>

The community college is an American social institution growing out of the nation's unique social, political, economic, and cultural society and its needs. It was developed as a result of the failure of the school and the university to adapt to changing needs. And it is particularly adapted to the community services function because:

1) The public junior college is a community-centered institution with the primary purpose of providing service to the people of its community.<sup>22</sup> Its offerings and programs are planned to meet the needs of the community and the active participation of citizens in program development.

2) The community college claims community service as one of its major functions and "the scope and adequacy of these services determine whether or not the college merits the title of community junior college."<sup>23</sup>

3) Most public community colleges are operated by a local district which encompasses several separate and distinct communities.<sup>24</sup> The ideal locale for a program of community services is one "in which there are numerous communities with natural and compelling inter-relationships."<sup>25</sup> The program of community services welds these separate communities and groups together.

4) The community college's unique qualities and role have given it a most significant part to play in community decision-making. As "democracy's college," the community college recognizes "that a democratic nation, if it is to survive and flourish, must have an informed and responsible electorate."<sup>26</sup> Accordingly, the community college is concerned with community development and self-improvement—not just with the schooling of college young people and adults.

#### Community Services and Adult Education

While many writers believe that the community service function emerged from adult education, the two programs are not synonymous and are increasingly treated as two separate functions in the junior college literature. In its broadest meaning, adult education

<sup>21</sup> Reynolds, "Community Services," in Henry, ed., *op. cit.*, p. 141.

<sup>22</sup> Jesse P. Bogue, *The Community College* (New York: McGraw-Hill, 1950), p. 21.

<sup>23</sup> James W. Thornton, Jr., *The Community Junior College* (New York: John Wiley and Sons, 1960), p. 66.

<sup>24</sup> Edmund Gleazer, ed., *American Junior Colleges* (Washington: American Council on Education, 1963), p. 33.

<sup>25</sup> Seay and Crawford, *op. cit.*, p. 144.

<sup>26</sup> Harlacher, *op. cit.*, p. 15.

encompasses many of the services included in a program of community services; but it more properly should be considered as only one of many services."

One of the reasons community services are identified with adult education is that the program in small junior colleges is often administered by the administrator of the adult education program. Unfortunately, "this person may easily become so immersed in the details of a formal adult education program that he may not have time to develop an additional program."<sup>77</sup> In these circumstances, the line of least resistance is to offer a new course—any kind of course—any time ten or more citizens want it, if teacher, space, funds, and equipment are available, and to assume that this fulfills the community services responsibility of the college."

Programs of community services differ from adult education in still another way. They are not limited to adults of the community, but are provided for persons of all ages and occupations, including elementary and high school students. Their "community function, reaching far beyond mere post-high school education for the selected few [embraces] worthwhile services for all the people."<sup>78</sup>

#### Community Services and Public Relations

While the program of community services is frequently viewed as educational public relations, involving communication with the institution's external publics, this point of view is fraught with danger. Public relations, at least as normally characterized, is more concerned with the perpetuation of the organization than with providing educational services for the community. However, there is one important relationship between community services and the college's over-all public relations or public image. Unquestionably, a comprehensive and continuous program of community services, based upon community needs and developed with community participation, will have a profound effect upon the college's public relations.<sup>79</sup> In fact, wherever the community service program has been highly developed, the college has enjoyed excellent relationships with the community and has met with no difficulties in securing community support for meeting its needs.<sup>80</sup> Moreover, the "influence of the school in a particular community is closely related to

<sup>77</sup> Medsker, *op. cit.*, p. 78; Reynolds, "Community Services," in Henry, ed., *op. cit.*, p. 143.

<sup>78</sup> Medsker, *op. cit.*, p. 78.

<sup>79</sup> Thomas E. Woods, "Community Development—3rd Phase of the Junior College Movement," *Junior College Journal*, XXVII (Sept. 1956), 47.

<sup>80</sup> Bogue, *op. cit.*, p. 55.

<sup>81</sup> Harlacher, *op. cit.*, p. 18.

<sup>82</sup> Roald F. Campbell and John A. Ramseyer, *The Dynamics of School-Community Relationships* (New York: Allyn and Bacon, 1955), p. 246.

its prestige in that community."<sup>23</sup> And when prestige is high, local financial support is more readily forthcoming and the maintenance of the college becomes more possible. "The segregation of the town from the gown must be abolished."<sup>24</sup>

A community college's most effective public relations, then, will be the result of an effective, comprehensive program of community services.

### NATURE AND SCOPE OF THE PROGRAM

The nature and scope of the program of community services was spelled out in the 55th Yearbook of the National Society for the Study of Education, *The Public Junior College*:

The values of college service to the community . . . include increasing the productive efficiency of agriculture and industry, improving the functioning of communities and community organizations, contributing to the health and physical well-being of citizens, and enriching the cultural, aesthetic, and moral life of the community.<sup>25</sup>

The effective program of community services is built upon (1) a solid foundation of citizen participation and college-community interactions; (2) a thorough understanding of the community. Citizens actually participate in the planning, maintenance, and evaluation of the program; and the college, recognizing that it must be of the community and not just in it, participates in community life. Thus, the college becomes the locus for community development.<sup>26</sup>

It is not necessary, however, nor even wise, for the college to attempt to sponsor and personally manage all activities. Its primary concern should be to ascertain the community needs and insure that an action program is initiated to meet these needs. The importance of understanding the community cannot be overemphasized, and the administrator is effective only when he "is aware of the need for comprehensive and almost encyclopedic knowledge of his community."<sup>27</sup> Such knowledge is essential if the community services program is to be tailored to meet community needs, and can best be acquired through a community survey. The survey also provides the means of identifying existing services in the community so as to prevent unnecessary duplication.

<sup>23</sup> Punke, *op. cit.*, p. 216.

<sup>24</sup> Baker Brownell, as quoted in B. Lamar Johnson, "A Look to the Future," in Henry, ed., *op. cit.*, p. 318.

<sup>25</sup> Henry, ed., *op. cit.*, p. 72.

<sup>26</sup> Coolie Verner, "The Junior College as a Social Institution," in Annual Florida Junior College Conference, *Community Services in the Community College* (Tallahassee, Fla.: State Department of Education, Sept. 1960), p. 5.

<sup>27</sup> Gene C. Fusco, "Telling the Story Is Not Enough," *School Life*, XLIV (Apr. 1962), 12.

But despite the emphasis placed on the value of a thorough community survey in the development of the community services program, that step is often skipped over. This fact prompted one observer to ask: "why the community is so little the concern of philosophers and educators,"<sup>38</sup> and another to deplore the scant amount of time many colleges devote to formal studies and research to discover pertinent information about the community to be used as a basis for developing a community services program.<sup>39</sup>

Implementation of the community services function entails a departure from the traditional concept of a college and acceptance of the following principles: (1) In a community college the campus is the length and breadth of the junior college district. (2) The program of community services is designed to bring the community to the college and take the college program out into the community. (3) The educational program of the college must not be limited to formalized classroom instruction. (4) The community college recognizes its responsibility as a catalyst in community development and self-improvement. (5) The program of community services meets community needs and does not duplicate existing services in the community.<sup>40</sup>

The comprehensive nature of programs of community services is exemplified in the following description of a mythical California junior college.

Since its organization in 1935, El Dorado Junior College has become a cultural center for Golddust County. Fine musical and dramatic performances by college student groups and a variety of programs by individuals and groups with state-wide and national reputations have been presented in its 1500 seat auditorium. Performances by symphony orchestras, vocal and instrumental soloists, dancers, dramatic groups, and choral groups; various forums and lectures on cultural, literary, travel, and political topics—all these have drawn audiences. . . . Leadership by members of the college administration and faculty in churches, service clubs, community councils and committees has been of great value to these agencies. The community relies upon the college to co-operate with it in solving major problems that arise. Both the college faculty and students participate in community activities, such as campaigning and raising funds for the community chest; dealing with problems of juvenile delinquency, and zoning, organization, and operating youth centers; getting out the vote at elections; protecting the water supply; and helping to plan for the beautification of streets and parks and for adequate police and fire protection.<sup>41</sup>

<sup>38</sup> Baker Brownell, *The Human Community* (New York: Harper & Brothers, 1959), p. 4.

<sup>39</sup> Reynolds, *An Analysis of Community Service Programs of Junior Colleges*, p. 63.

<sup>40</sup> Harlacher, *op. cit.*, p. 15.

<sup>41</sup> Hugh G. Price, *California Public Junior Colleges*, Bulletin of the California State Department of Education, XXVII, No. 1 (1958), 15-16.



Additional categories of community services, which apply to colleges by no means mythical, include: mutual aid for meeting college-community needs; community-experience programs; community study and research problems; public affairs education; specialized community services including the subcategories of economic conditions, public education, health, cultural and recreational activities, and conservation; community development, community participation and leadership training; use of mass media of communication; public relations programs, community use of school plant; and formal adult education programs.<sup>43</sup>

The three community services which are frequently overlooked deserve additional comment: community development, community use of college facilities, and the community as a resource for the instructional program.

Community development may be thought of as the college and community joining together in attacking unsolved problems—the logical extension of college-community interaction and citizen participation.<sup>44</sup> The college makes available to the community its resources of knowledge and skills, but leaves decision-making in local affairs to the citizens.<sup>45</sup>

Community development, then, may involve research and planning; studies, surveys, and polls; workshops and institutes; advisory assistance by college personnel; and organization of community councils and co-ordinating councils.

As a cultural center—a gathering place for many community functions—the community college serves one of its most useful purposes. In accordance with state and/or local regulations, college facilities are made available for use by authorized community groups when they are not used for the college's instructional program. Moreover, the "open door policy" of community colleges helps to accomplish three important objectives: (1) It provides a part of the solution for an urgent community need. (2) It guarantees that available facilities are used to a fuller percentage of capacity. (3) It serves to acquaint area residents with their community college in the best way possible—through first-hand experience and interaction with the college.<sup>46</sup>

The community is a most valuable laboratory for the enrichment of the college curriculum. Activities might include field trips to art galleries, businesses and industries, city and county governmental

<sup>43</sup> Reynolds, "Community Services," in Henry, ed., *op. cit.*, p. 144.

<sup>44</sup> *Ibid.*, p. 145.

<sup>45</sup> Lackey, *op. cit.*, p. 14.

<sup>46</sup> Audrey G. Menefee, "There's a Meeting Here Tonight," *Junior College Journal*, XXXI (Mar. 1961), 390.

agencies, and the like; utilization of the community for studies, surveys, and polls; joint programs with business and government, such as business-education day, career programs, students in government; utilization of special community facilities and equipment such as hospitals; the participation of community leaders in the school program as speakers and resource persons for classes and school organizations; and as advisers in the development of curriculums and special programs."

All of the foregoing categories of college-community activities are indicative of the unusual services that make an institution a community college. Their value, of course, depends to some extent upon whether they are "one shot" services or performed more or less regularly." In the chapter which follow, clues to the extensiveness of services performed by the ninety-nine junior colleges considered in this report will be found in the incidents and behaviors classified under the four major objectives of community services programs: Community Use of College Facilities, Community Educational Services, Cultural and Recreational Activities, and Institutional Development.

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"See, for example, Baker Brownell, *The College and the Community* (New York: Harper & Brothers, 1952); Harry L. Stearns, *Community Relations and the Public Schools* (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1955); James W. Reynolds, "Community Colleges and Studies of Communities," *Junior College Journal*, XXXI (Oct. 1960), 63-64.

"Medsker, *op. cit.*, p. 79.

## CHAPTER III

# COMMUNITY SERVICES PROGRAM OBJECTIVES AND CRITICAL INCIDENTS CONTRIBUTING TO THEIR ACHIEVEMENT

The purposes of this chapter are twofold. The first purpose is to report the results of a nation-wide survey of objectives and categories of community services provided by junior colleges in the United States. The second is concerned with critical incidents which have been judged to be effective in achieving the objectives of community services programs.

### PROGRAM OBJECTIVES

Twenty-eight categories of community services provided by junior colleges were classified into four major community service objectives, for each of which an objective statement was written:

1. To make the college a center of community life by encouraging the use of college facilities by community groups when such use does not interfere with the college's instructional and co-curricular program.
2. To provide educational services which utilize the special skills and knowledge of the college staff and other experts and are designed to assist groups and the college district community-at-large in long-range planning to solve their problems.
3. To contribute to and promote the cultural, intellectual, and social life of the college district community and to develop skills for the profitable use of leisure time.
4. To interpret the college and its program to the college district community and elicit the active interest, support, and participation of its citizens.

An inventory of objectives and categories of community services was included as a check list in the critical incident inquiry form submitted to administrators responsible for programs of community services. Responses to this check list were received from 99 (88 pub-

lic, 11 private) of the 126 junior colleges in the United States which claimed community services as a major function. These colleges were located in population areas of 2,500 to 1,000,000 or more, and had full-time enrollments ranging from under 500 to 10,000 and over.

The overwhelming majority (96 percent) of responding colleges claimed inclusion of all four objectives in their programs of community services. All but two of the eighty-eight public junior colleges included Community Educational Services and Institutional Development as program objectives, all but three indicated Cultural and Recreational Activities, and only nine did not claim as an objective Community Use of College Facilities. Among the private junior colleges, each of the eleven claimed the Community Use of College Facilities, Community Educational Services, and Cultural and Recreational Activities objectives, and only one did not include Institutional Development in its program as well.

The validity and relative importance of the objectives are illustrated by the community services which the colleges provide for the purpose of achieving those objectives. These services, by objective, follow:

**I. *Community Use of College Facilities***

- Meetings and conferences
- Cultural events (community sponsored)
- Community use of library facilities
- Recreational activities (community sponsored)
- Service club luncheons and dinners
- Box office service for campus events

**II. *Community Educational Services***

- Educational workshops, seminars, and conferences
- Speakers' bureau
- Provision of student programs for community
- Educational and vocational counseling
- Community research and development
- Faculty consulting service
- College FM radio and/or television station

**III. *Cultural and Recreational Activities***

- Cultural programs
- Public affairs forums
- Community recreation activities
- Gallery
- Summer fine arts program
- Planetarium
- Museum



#### **IV. Institutional Development**

News service

Citizens advisory committees

Utilization of physical and human resources of  
community in the instructional program

Publications service

Campus tours

Alumni association

Visitor information service

Special events

Categories of community service most frequently reported (70 percent or more) in all four major areas, in rank order, are: provision of facilities for meetings and conferences; cultural programs; educational workshops, seminars, conferences; news service; provision of facilities for community-sponsored cultural events; citizens' advisory committees; and utilization of physical and human resources of the community in the instructional program.

Public junior colleges placed greatest emphasis on provision of facilities for meetings and conferences and for cultural programs (90 percent), while the categories of service stressed by the private colleges (100 percent) were: provision of facilities for meetings and conferences; educational workshops, seminars, and conferences; speakers' bureau; provision of student programs for the community; cultural programs; and public affairs forums. Indeed, of the twenty-eight community service categories included in the four objectives, all but eight were provided proportionately more frequently by private than by public junior colleges. In this connection, it should be remembered that only eleven private colleges in the United States (those included in this survey) claim community service as a major function. That these colleges apparently emphasize that function more strongly than do the public junior colleges probably results from their awareness of the values, financial and otherwise, inherent in a program that keeps the community in constant touch with the college in its midst.

#### **CRITICAL INCIDENTS**

Turning now to a discussion of the critical incidents that facilitated implementation of the programs of community services conducted by the several colleges, it may be well to restate the definition of a critical incident: a specific community service or activity reported by a junior college to be highly effective (or ineffective) in achieving an objective of the program of community services. For example, a California junior college reported that its second annual summer music festival was highly effective in achieving the Cultural

and Recreational Activities objective. The festival, cosponsored by a community music guild, was held on two consecutive week ends in late August and included symphony concerts, chamber music, a violin-piano recital, opera, a youth concert, and exhibits. Total attendance was more than 4,300 and resulted in the festival's "breaking even" financially.

The effectiveness or ineffectiveness of a critical incident in achieving a program objective is determined by the inclusion or exclusion of behavioral acts or factors known as critical behaviors. In the case of the music festival, its success was attributable to two crucial factors: (1) the decision by the college to hire an administrative director of the festival on a year-round basis, and (2) the leadership of the college administration in forming the music guild which cosponsored the festival and facilitated community participation.

Although the emphasis in this report is upon effective incidents, it should be pointed out that it is possible for the same type of incident to be highly effective in one situation and ineffective in another. To illustrate: two junior colleges sponsored small business management seminars for the purpose of achieving the Community Educational Services objective. In an Oregon junior college, the seminar was considered to be highly successful; but a similar program in a California junior college was a dismal failure. In the first instance, the seminar was planned with the assistance of local representatives of the U.S. Small Business Administration to meet the needs of local businessmen. Thirty-five top-level businessmen from the college district enrolled for the series of ten sessions, and almost 100 percent attendance at every meeting was recorded. In the second instance, extremely poor enrollment forced the college to cancel the seminar after the first few sessions.

Again, the crucial factors were the critical behaviors found in the critical incidents. The success of the Oregon seminar was attributed to its cosponsorship and promotion by the local chamber of commerce. On the other hand, starting the project too late for careful planning and publicity was responsible for the failure of the seminar's California counterpart.

Critical behaviors affecting critical incidents are reported in the ensuing chapter. In preparation for their presentation, exemplary critical incident categories in each objective area are defined and discussed briefly in the pages which follow. Relationships between the categories of incidents and college enrollment and community size have been omitted from the discussion. A chi square analysis revealed that in isolated instances such relationships did exist; but they are not central to this report. Each incident describes a specific com-

munity service provided by a junior college for the purpose of achieving a program objective (see Table I). But the success or failure of the service is determined by the critical behaviors contained in each critical incident; it is on the basis of these behavioral acts—regardless of source—that the critical requirements are formulated. Thus, frequency and other distribution patterns of incidents may have certain value as background information and as a means of providing an idea of the wide variety of community services found to be offered by the ninety-nine colleges included in this survey; but it would be a mistake to assume that these patterns indicate their relative importance.

#### Area I: Community Use of College Facilities

This first objective area of the program of community services includes categories of Provision of facilities for meetings and events, Cosponsorship of community events, Provision of recreation facilities, Provision of food services for community groups, and Community use of library facilities. Critical incidents reported in the first two categories are illustrative of the kinds of activities which facilitate realization of the objective as a whole.

*Provision of facilities for meetings and events.* It has been said that the measure of the success of the community college is the extent to which the community makes full use of its facilities. Thus, included in this category is use of college facilities by scores of community organizations for a wide variety of educational, cultural, and social activities such as meetings, conferences, concerts, films, lectures, dramatic productions, and exhibits.

A North Dakota junior college supplied an effective incident regarding the use of the college auditorium by the local Audubon Society for wildlife movies and lectures, as a result of an invitation from the college. The only charge made was for janitorial services. As a result of this community service, community people who normally would not attend college events were brought to the campus. This widening of college-community contacts, in turn, produced "many questions and complimentary remarks concerning the services of the community college."

*Cosponsorship of community events on campus.* One of the most salient services a college can offer is to join frequently with community groups in the cosponsorship of events staged on the college campus. When this is done, charges for the use of facilities and services are usually waived. Cosponsored events include conferences, special events, cultural activities, and recreational opportunities. Although the college may initiate the use of its facilities and services, its par-

**TABLE I**  
**FREQUENCY OF CRITICAL INCIDENTS CLASSIFIED**  
**ACCORDING TO AREAS AND CATEGORIES**

Areas and Categories	Frequency	
	E*	I*
<b>I. Community Use of College Facilities</b>		
Provision of physical facilities for meetings and events . . . .	24	18
Cosponsorship of community events . . . . .	15	2
Provision of recreation facilities . . . . .	7	3
Provision of food services for community groups . . . . .	5	2
Community use of library facilities . . . . .	1	1
	52	26
<b>II. Community Educational Services</b>		
Short courses . . . . .	112	69
Community leadership and development . . . . .	19	13
Community counseling . . . . .	15	4
Campus radio-television station . . . . .	8	5
Speakers' bureau . . . . .	9	3
Provision of student programs for the community . . . . .	4	1
	167	95
<b>III. Cultural and Recreational Activities</b>		
Lecture series . . . . .	48	26
Fine arts series . . . . .	39	21
Recreation activities . . . . .	21	15
Film series . . . . .	9	13
Gallery . . . . .	14	4
Community theater . . . . .	12	4
Festival of the arts . . . . .	11	2
Community chorus . . . . .	5	3
Planetarium . . . . .	4	4
Community orchestra . . . . .	4	3
	167	95
<b>IV. Institutional Development</b>		
Special events . . . . .	21	20
Citizen participation groups . . . . .	17	9
Community information service . . . . .	17	9
Fund raising . . . . .	12	6
Special radio-television programming . . . . .	11	3
Campus tours . . . . .	5	2
Alumni relations . . . . .	2	4
	85	53
<b>Total . . . . .</b>	<b>471</b>	<b>269</b>

\* E = effective; I = ineffective.

ticipation in a given event more frequently is in response to a community request. The following is an example of community-college co-operation.

Through the efforts of an enthusiastic patron of a California junior college, a major symphony orchestra was brought to the campus for an annual series of concerts. The series, presented in the college's 2,700-seat gymnasium because the institution's 1,000-seat auditorium was too small, has grown from four concerts during the first year to the present series of twelve. Ticket sales and publicity are handled by a Community Concerts Committee which cosponsors the symphony concerts with the college, and concerts have been sold out almost from the beginning. This activity has played a major role in the college's designation by the local press as "the catalyst in the area's cultural explosion." And, because of the success of the symphony concerts—now in their sixth season—a 2,600-seat, concert-style auditorium was built on the college district's second campus.

#### Area II: Community Educational Services

The provision of Community Educational Services, the second objective of the community services program, involves utilization of the special skills and knowledge of the college staff to assist groups within the college district and the community-at-large in planning long-range solutions to their problems. Included in Area II are the following categories: Short courses; Community leadership and development; Community counseling; Campus radio and/or television station; Speakers' bureau; and Provision of student programs for the community. Again, two categories have been selected for discussion to illustrate the kinds of activities which contribute to the effective achievement of the objective.

*Short courses.* Community services short courses include a wide variety of seminars, workshops, symposia, institutes, conferences, and special lectures designed to meet the needs of specific groups and individuals in the college district community. These short courses do not offer college credit, and range in length from all-day events to a series covering several weeks. Besides short courses for such diverse groups as parents of handicapped children, parents of young children, club personnel, farmers, women seeking to enter the labor market, senior citizens, and children of the community, the colleges included in this survey developed short courses in specific fields of endeavor which bear enumerating here.

For business groups there were short courses in business management, taxation, real estate, restaurant management, export expansion, tourism, banking, purchasing agents, insurance, and executive



training. For industry, the short courses developed covered such subjects as fire prevention and plant protection, data processing, housing, basic hydraulics, and plant supervision. Short courses for the professions were paramedical, physician-lawyer relationships, nursing, medical office assistants, community health, "New Concepts in Biology for Elementary Science Teachers," playground theory and practice, securities and investments for teachers, and hospital management. Finally, in the area of government, short courses included area community planning, public utilities, law enforcement, and game wardens. This somewhat impressive list indicates the variety of publics which look to the community college for new knowledge and for the improvement of knowledge.

As an example of effective short courses, a Texas junior college conducted a ten-week management seminar in a local veterans administration hospital. The seminar was geared to the special needs and interests of hospital administrative and supervisory personnel, and was co-operatively planned by the college and the hospital in response to a request from the hospital administration. Lecturers for the two-hour sessions were secured from business and industry as well as the college, and the entire cost of the series (\$550) was borne by the hospital. So successful was the seminar that the hospital administration invited the college to hold another at a later date.

*Community leadership and development.* Valuable as short courses are, however, particularly to those on the receiving end, it is in the area of community leadership and development that the community college has one of its best opportunities to integrate with the community. This category includes leadership and advisory assistance by college personnel; research and planning; studies, surveys, and polls; workshops, institutes, and conferences; and organization of community co-ordinating councils and other needed groups. Incidents pertaining to this category included the development of special services such as an area audio-visual center, a community research bureau, a business institute offering numerous services to small businessmen, a mutual concerts association, an area cultural council, and a council of social agencies.

One incident reported in this category was particularly exemplary. Representative of community development conferences was the "Community Needs Conference" sponsored by a California community college in co-operation with the local chamber of commerce. Between 200 and 300 community leaders gathered at the college to discuss various problems of the community and make recommendations for appropriate action during the ensuing year. This conference resulted in several major achievements within the community

in education, industrial development, parent and youth problems, sports, recreation, and establishment of a United Community Fund. The role of the community college in this all-day conference was to provide the atmosphere in which difficult and controversial community problems could be discussed in an objective manner. Here, indeed, is a salient example of college and community joining together in attacking unresolved community problems and together finding solutions to them.

### Area III: Cultural and Recreational Activities

The third objective area of the program of community services aims to promote the cultural, intellectual, and social life of the college district community, and to develop skills for the constructive use of leisure time. Implicit in this objective is the obligation to raise the level of community standards of entertainment and recreation that provide healthful enjoyment. How some junior colleges have fulfilled that obligation is evidenced by the critical incidents in categories selected from among the ten identified in this objective area. The ten categories include: Lecture series, Fine arts series, Recreational activities, Film series, Gallery programs, Community theater, Festival of the arts, Community chorus, Planetarium, and Community Orchestra.

*Planetarium.* A number of public and private junior colleges operate planetariums as a part of their programs of community services. Lecture-demonstrations are provided on an organized basis for elementary school classes, high school groups, special community groups, and the adult community. Occasionally, distinguished men of science are presented by the planetarium as visiting lecturers.

A California junior college is representative of the colleges which provide effective planetarium lecture-demonstrations for elementary school children of the college district. Pupils are bussed to the college campus in classes five mornings a week as part of an organized program. Prestudy material is made available to elementary teachers and pupils. It was estimated that more than 20,000 children benefited from the program in the year preceding this survey.

This kind of activity is highly effective in promoting not only cordial public relations between the college and the community-at-large, but also in stimulating good rapport between the college and the lower instructional echelons in the district system of public education.

*Community orchestra.* This category covers community college orchestras which are composed primarily of community personnel. The community orchestra, under the direction of the college, is based

on the principle of rehearsal, performance, and education. Unlike community theater groups, for example, who perform more frequently during the summer months, the community orchestra schedules performances on a year-round basis.

A staff supervisor in an Idaho junior college cited the college's community symphony orchestra as an effective incident. The symphony has a history of twenty-nine years and includes an average of sixty musicians from the community. A limited number of outstanding high school students and college students are also given an opportunity to "perform with more mature players and instrumentalists of the community," according to the supervisor. This arrangement resulted in the college's being cited in 1961 by the State Federation of Music Clubs for "service to American music and young artists." The symphony orchestra is supported and financed by the college, which also supplies a conductor, concert master, and a number of principals from the college music staff.

*Recreational activities.* The community college also contributes to the health and physical well-being of members of the community through community recreation programs. Recreation services are planned and supervised by the college and includes skills classes, tournaments, track and field events, weight conditioning, clinics, special events, and nonorganized free-time activities.

An effective critical incident in this category was supplied by a California junior college. An estimated 1,000 youngsters a day participate in a summer swimming program offered by the college to meet a recognized community need (the college pool is the only major swimming facility available in the college district community). The purpose of the swimming program is to teach children to swim, rather than simply provide an opportunity for recreation. The popularity of the activity may be judged by the long lines which begin forming as early as 6:00 A.M. on the day swimming tickets go on sale.

*Film series.* Critical incidents reported in this category related to film programs for the community including classical and art films, museum films, foreign films, historical films, and travelogues and documentaries. Success with the program in this category, however, was not achieved in most incidents reported—once more because of behaviors that were critical to their effectiveness.

In a Missouri junior college, for example, a classic film series was designed specifically to supplement the broad areas of the evening college curriculum. The special intent of the series was to provide "a significant cultural experience for those generally considered to be culturally deprived." Ordinarily, such a purpose might be regarded as effective in producing a desirable result. But it was conceived



without regard to the capacity of those for whom the series was intended to appreciate the type of films presented, or their potential interest in such a series. In consequence, the program was generally ineffective.

A similar classic film series sponsored by a Florida junior college was likewise unsuccessful. Films were scheduled to be shown once each month, but they failed to draw a sufficient audience to warrant their continuation. The administrator who reported this incident attributed failure to the facts that the series had been scheduled "at the wrong time of the year" and that costs were excessive. Obviously, timing and costs are practical considerations that should be determined in advance.

#### Area IV: Institutional Development

Interpreting the college and its program to the college district community and eliciting the active interest, support, and participation of its citizens constitutes the fourth objective of the program of community services. Categories of critical incidents in this objective area are Special events, Citizen participation groups, Community information service, Fund raising, Special radio-television programming, Campus tours, and Alumni relations.

The greatest number of critical incidents (41) was reported in the Special events category. Yet, it seems self-evident that each of the other categories, with the possible exception of Special radio-television programming which might be limited to colleges in large districts, could easily be activated in all districts. Findings of the survey, however, indicated that the Alumni relations category, in which only six critical incidents were reported, is probably a relatively unimportant one. Although, in theory, it might be expected that the community college could draw strong support from its alumni, in practice the reverse appears to have been true in the ninety-nine colleges included in the survey. Similarly, Campus tours, where they were conducted, seem to have been successful; but again, relatively unimportant. On the other hand, three categories contributed greatly to the achievement of Objective IV, and are reported in the pages which follow.

*Special events.* Included in this category are special events involving the community, such as open house, anniversary or founders' day, dedications, homecoming, commencement, and other special ceremonies; days set aside or promotional programs for parents, friends of the college, and high school bands; and days or weeks devoted to highlighting opportunities and achievements in the fields

of engineering, science and mathematics, business, vocational education, and journalism.

Representative of the wide assortment of events reported is the week of special cultural and educational activities planned around the inauguration of a new president in a New York junior college. Week-long activities included lectures, seminars, plays, concerts, community planning discussions, convocations, art shows, and movies. More than 3,000 visitors were reported to have attended, and "Inauguration Week" drew extremely favorable educational comment in local newspapers.

Immediately apparent in this incident is the fact that, although classified under Objective IV for the purposes of this report, it actually contributed to the achievement of the other three community services objectives as well. Members of the community had an opportunity to use the college facilities, to participate in educational services, and to enjoy cultural and recreational activities provided by the college, as well as to become better acquainted with the college and its program. The inauguration of the new president served as the focal point around which the activities revolved in this instance; but any of the other incidents in this category might easily have served as well. For example, Journalism Week could be highlighted by lectures and seminars dealing with the science and art of the Fourth Estate; by plays having for their theme subjects related to the history of journalism such as the trial of John Peter Zenger or "The War on Tabs"; by concerts based on reviews by famous newspaper music critics; by discussions of journalistic standards in community newspapers conducted by editors and reporters on those papers; and by art shows featuring newspaper photography and advertising layouts.

*Citizen participation groups.* This category covers the active participation of members of the community in college development and affairs through general advisory committees, curriculum advisory committees, community service advisory committees, patrons groups, booster clubs, and the utilization of community resource personnel for college classes.

In a California junior college, for example, a citizens advisory committee of seventy-five community leaders was organized for the sole purpose of communication. Members of this continuing committee meet semi-annually on the college campus to discuss such topics as purposes and objectives of the college, vocational-technical programs, current status of the college district, and selected curriculum areas. According to the reporting administrator, the committee has contributed much toward community understanding of the aims and problems of the institution.

The advantages to the community college of encouraging participation by citizen groups in activities designed to promote the welfare of the college and to reveal the aspirations of the community are obvious. If the over-all program of community services is to achieve the highest degree of success, it cannot be constructed from the college point of view alone. Without benefit of counsel from interested community leaders, such a viewpoint could easily place greater emphasis upon theoretical considerations than practical requirements and fail in its purpose because it neglected to take into account the needs which can only be made known by members of the community itself. Again, the value of college-community co-operation cannot be overemphasized.

*Community information service.* On the other hand, the community must be kept aware of the achievements, the needs, and available services of its community college. It cannot be allowed to remember its college only when painfully reminded by requests for community approval of bond issues or tax overrides. Thus, a wide assortment of information services provided by the college for its district community is included in this category. Media employed are: news released for newspapers, radio, and television; newspaper and magazine feature articles; press photography; advertising; slide films; exhibits and displays at community centers; and publications such as newsletters, public events calendars, brochures, and community magazines.

An excellent example of community information service was supplied by a Virginia staff supervisor who described a special section in a local metropolitan newspaper which interpreted the college's program. The effectiveness of the supplement is illustrated by the fact that it was used extensively by local high schools on bulletin boards and as a counseling "hand-out," according to the respondent. The articles and photographs for the special section on the college were prepared by the institution's public information office.

Establishment of a central public information service, whether as a separate entity or as a segment of the community services program, appears to be essential for promoting a good public image of the community college. And "advertising" itself is neither illegitimate nor unprofessional. Public education is big business, and the public community college, as a part of the system and like other big business enterprises, has the right and the obligation to keep its "stockholders"—the people of its district community—informed concerning their investment. Similarly, nonpublic community colleges, which are in fact private business concerns, are entitled to use the same kinds of promotional practices employed by ethical concerns in other areas of business.

## Summary

Results of the survey of objectives and categories of community service included in the programs of ninety-nine participating junior colleges indicate the validity and relative importance of the four objectives of the program of community services. The colleges supplied reports of 471 effective and 269 ineffective critical incidents in achieving the objectives of the program, classified into twenty-eight categories and distributed among the four objectives. On the basis of the number of reported effective incidents (ten or more) applying to each objective, the following fifteen categories would seem to warrant particular attention in establishing an effective program of community services:

### *I. Community Use of College Facilities*

- Provision of physical facilities for meetings and events
- Cosponsorship of community events

### *II. Community Educational Services*

- Short courses
- Community leadership and development
- Community counseling

### *III. Cultural and Recreational Activities*

- Lecture series
- Fine arts series
- Recreation activities
- Gallery
- Community theater
- Festival of the arts

### *IV. Institutional Development*

- Special events
- Citizen participation groups
- Community information service
- Fund raising

All of the above categories of critical incidents represent services provided by a junior college for the purpose of achieving an objective of the program of community services. Each incident includes acts or behaviors which contributed to the effectiveness of the incident and the achievement of a specific program objective. These behavioral acts are known as critical behaviors, and these in turn help to determine the critical requirements for effective programs of community services. Attention is now invited to a discussion of these behaviors and requirements.

## CHAPTER IV

# CRITICAL REQUIREMENTS FOR EFFECTIVE COMMUNITY SERVICE PROGRAMS

Critical requirements are those procedures or behaviors which have been judged in a significant number of instances to be crucial factors in differentiating between success or failure. Since these requirements are based upon critical behaviors within critical incidents, and since a list of positive procedures has been drawn from both effective and ineffective critical behaviors, some consideration is given in this chapter to interfering behaviors. A certain degree of mutuality was found to exist among the behaviors, both positive and negative, even though they applied to different objectives and different categories within objectives. Thus, critical requirements could be formulated from opposite contributing and interfering behaviors relative to the same phase of administrative responsibility with no regard for specific objectives or categories. For example, "Developed effective liaison between administration and advisory groups" and "Neglected to provide necessary staff follow-up to committee meetings" became the critical requirement: "Provide expert staff help for citizens' advisory committees." Where behaviors had no opposite counterpart, the behavior was rewritten as an objective, positive statement descriptive of what must be done to assure success. To illustrate: the contributing behavior, "Selected well-known lecturer on topic of current concern," was reconstructed to read, "Select well-known lectures on topics of current concern." Similarly, the interfering behavior, "Split authority and responsibility between two college offices," became "Centralize responsibility for program in single administrator."

Some examples of critical behaviors used to formulate the critical requirements are set out in the ensuing discussion.

### CRITICAL BEHAVIORS

One thousand three hundred sixty-two critical behaviors were abstracted from the critical incidents and classified into seventeen dif-



ferent behavioral subcategories reflecting the subject matter of the critical behaviors. These subcategories, arranged in alphabetical order, are:

- Adherence to written policies, regulations, and procedures
- Availability of essential physical and human resources
- Co-ordination of services with other community groups
- Definition of purposes and objectives
- Establishment of high standards for public performance
- Evaluation of outcome of service
- Identification of community needs and interests
- Involvement of community in planning and development
- Involvement of faculty and students in planning and development
- Maintenance of effective internal and external communication
- Orientation of faculty and staff
- Participation of college staffs in community leadership
- Provision for effective administration and supervision
- Provision for effective planning and research
- Provision of board, administration, and faculty support
- Tailoring of services to specific needs and interests
- Utilization of community facilities and resources

The behaviors in three subcategories—Involvement of community in planning and development, Maintenance of effective internal and external communication, and Provision for effective planning and research—applied to all four objectives of community services programs. The remainder applied variously to one, two, or three objectives, and in varying degrees.

#### **Objective Area I**

Achievement of the Community Use of College Facilities objective requires more than a receptive attitude on the part of the college administration. Willingness to be of service in providing physical facilities for meetings and events carries with it the responsibility to determine in advance technical needs of the requesting community organization. Implicit in this responsibility is the obligation to arrange a meeting between representatives of the college and the organization so that both parties will be aware of mutual expectations. One California college developed a technical contract which outlined in check-list style all detailed needs of community organizations, and found it most effective when negotiating the use of college facilities. Another college, by an unfortunate experience, found that requiring a written contract for community use of college facilities precludes the development of poor public relations. And two other colleges

discovered too late that failing to provide organizations with printed rules and regulations resulted in violational acts on the part of the organizations which would otherwise have been avoided.

Provision for effective planning and research is also a behavioral requirement if Community Use of College Facilities is to be achieved most effectively. The scheduling of two college-community organization planning meetings each year is conducive to the development of organized plans for both college and organization, particularly when the initial planning meeting is held at least eight months before the event. Such meetings serve to apprise the college of the organization's requirements, and to crystallize the organization's own ideas and to facilitate its knowing exactly what it wants. When there is mutual agreement and understanding, such deleterious behaviors as scheduling events too closely or failing to clear the facilities on the master calendar are eliminated.

An important behavior contributing to the successful achievement of Objective I, particularly its service of providing physical facilities for meetings and events, is the provision of effective administration and supervision. The centralization of administrative responsibility for community usage is essential if duplication of effort and confusion of functions is to be avoided. An illustration of the need for such centralization was supplied by one college which reported that splitting authority between the college community services office and the business office stalemated the efforts of both offices, since the one had thought the other had taken care of all necessary arrangements for use of the facilities. With respect to supervision, this can best be performed by college staff members, so that requiring college personnel to be present during the time that college facilities are being used by community organizations is necessary for a smooth-running community services program. The supervisory function, however, need not—indeed, should not—be obtrusive. The psychological effect of staff presence usually is sufficient to preserve orderly and effective use of the facilities.

Maintenance of effective internal and external communication—one of the three behaviors that is common to achievement of all objectives—involves several matters. In the first place, it cannot be taken for granted that community organizations expect to have the use of college facilities when they require it. Some institutions, although proclaiming themselves to be community colleges, actually hold themselves aloof from the community by providing community services only when requested by citizen groups to do so. It is important that the college actually notify community organizations that they are welcome to use college facilities. Such notification provides a

valuable opportunity to open the door to cementing a mutually cooperative and friendly relationship between college and community which goes a long way toward developing community support for college needs. A relationship of this kind, of course, is predicated upon the exercise of tact and diplomacy. There are times when the college must refuse the use of its facilities because of extenuating circumstances, and a lack of diplomacy in notifying a requesting organization of the necessity for refusal can easily destroy any cordial relationship which previously existed.

Involvement of the community in planning and development is a behavior critical for the effective cosponsorship of community events on campus. If "two heads are better than one," then several are better than two. At least, such is the implication which may be drawn from the joint planning of a career day, reported by a Texas junior college, which included participation of high school graduates, businessmen, and college faculty. And involving many community people in the planning of an annual tennis fiesta at a California junior college contributed greatly to the success of the event. Joint planning sessions held by the college with representatives of community groups regarding the cosponsorship of campus events is as important as the holding of such sessions to determine technical needs when provision of physical facilities for meetings and events is being considered. On the other hand, it is equally important, once the planning is completed, that the college provide the over-all co-ordination of events which it cosponsors. And both planning and co-ordination can be facilitated by eliciting the assistance of staff members who belong to the cosponsoring organizations.

The provision of recreation facilities by the college for community use exemplifies a service to which all of the above behaviors apply. For instance, in two colleges, widely separated geographically, their requirement that community organizations make detailed arrangements for usage with them contributed to the success of the service. And formally encouraging community groups to use college recreation facilities had particular value for the over-all community services program in four other colleges. However, when another institution neglected to involve sufficient numbers of individuals in planning for the use of its recreation facilities, it was unaware of the actual purpose for which the usage was requested and later found that purpose inimical to its established rules and regulations. Similarly, when still another college failed to provide a faculty supervisor for the tennis courts, it was unable to prevent an on-court dispute which could have reflected discredit on the institution.



## Objective Area II

Critical behaviors involved in achieving the Community Educational Services objective, besides those discussed in Objective Area I, were included in these behavioral subcategories: Tailoring of services to specific needs and interests; Establishment of high standards for public performance; Identification of community needs and interests; Participation of college staff in community leadership and development; and Provision of board, administration, and faculty support. How these affect selected phases of the second objective of the community services program will be seen in the following discussion.

When planning short courses, for example, community involvement is imperative if the college proposes to meet the specific needs of the requesting groups. Several salient examples of the effectiveness of this procedure have been provided by colleges in widely scattered sections of the country. For instance, thirty-seven members of a fire prevention committee participated with college representatives in planning a three-session "Fire Prevention and Plant Protection Seminar," which was highly successful in a Wisconsin junior college; in a Nebraska community, the college involved the educational committee of the chamber of commerce in planning a business management institute which met with equal success; and in a Florida junior college, local medical and nursing groups helped plan a series of seminars on community health which could not otherwise have been as comprehensive and informative as they were. In still another locality, the community college elicited the participation of the city welfare and juvenile departments, the local newspaper, the sheriff's department, and the city police department in planning a community law enforcement conference.

Similarly, cosponsorship by local community organizations of short courses originating with the college is a highly effective procedure. Representative cosponsoring organizations are chambers of commerce, realty boards, professional associations, and service clubs. But mere cosponsorship, while lending the force of the different organizations' recognized standing in the community, should not be the only involvement of these groups. Citizens' advisory committees, drawn from their membership, perform unique functions in planning and promoting short courses. As an illustration, two California colleges reported that local real estate people, who had served on these committees, appeared at different real estate board meetings to "sell the program." And the local chamber of commerce sent out notices to all of its members regarding a short course, planned with

the help of an advisory committee and offered by an Illinois junior college.

This kind of community involvement in the planning and promotion of short courses—probably the most significant service offered in Objective Area II—also makes possible the tailoring of services to specific needs and interests; that is, designing courses and course content to meet the needs of specific community groups. Without community contact, the success of short courses in given areas could be an “iffy” matter. But where community contact is effectively carried out, the results are highly satisfactory. As an example of effective community contact, a Rhode Island junior college administrator had his seminar co-ordinator visit the plant in a given industry to meet prospective participants in order to tailor a “middle management seminar” to their needs—and with excellent results. Attendance was high, and great satisfaction was expressed with seminar conduct and content. But when short courses are not designed to meet specific community needs and interests, attendance is likely to be low and expressed satisfaction meager. As a Pennsylvania staff supervisor ruefully observed, concerning a seminar on inflation, “We selected a topic which was too theoretical for most people in the community.”

Effective publicity coverage in all media constitutes a behavior which contributes to the success of short courses. Indeed, the salutary effects of publicity are well known in all segments of business, industrial, and professional life. The general public notoriously neglects to keep itself informed of events and activities, but is immediately responsive when these matters are brought to its attention. But publicity, to be effective, cannot be a “one-shot” effort. It must be continual for the life of the subject it concerns. Effective publicity, including the development of a special radio program in regard to a seminar on basic accounting in small business, was largely responsible for the seminar’s success in an Illinois junior college. But neglecting to follow up initial publicity regarding a similar seminar resulted in failure to a Massachusetts college.

The pinpointing of publicity is a highly effective public relations procedure. Such publicizing can usually be carried out successfully through student bulletins, posters in classrooms and laboratories, preparation of special brochures, and oral announcement (e.g., in college evening classes). This constitutes a more “intimate” kind of publicity than that suggested for all media; but its effectiveness can be even greater because it is designed for groups already interested or likely to be interested. Failure to appeal to these groups in concrete fashion can result in the failure of the project. To cite but

one example, an administrator in New York state designed a seminar for teachers, but failed to distribute information about it to the schools in the college district. Result? Of course!

The offering of short courses designed to fulfill specific community needs and interests and effectively publicizing them can all be for naught, however, unless the college establishes high standards for public performance. Attendants at such courses come to be informed, not bored to death; to be instructed by experts, not talked to by persons only slightly better informed than themselves. A critical contributing factor, then, is the selection of only "top men" in the field as course lecturers, and insuring that they are well prepared in what they talk about and effective in how they say it. If these two precautions are not taken, the lecturer's approach may be, as it was in a Rhode Island junior college, "too theoretical, dogmatic, and over the heads of men and women concerned with getting the work out."

Provision for planning and research is a behavior particularly critical for short courses. Beginning to plan for each course at an early date is especially necessary. Otherwise, those who ordinarily would attend may find themselves unable to do so because of prior commitments. Such a situation arose in a Massachusetts junior college, whose seminar in small business management was a failure because, "We failed to select a date for the seminar far enough in advance to permit busy businessmen to attend." It is imperative, therefore, that information for the public concerning short courses be disseminated sufficiently in advance of the offering so that interested individuals may clear their calendars ahead of time. Certainly, four days before the seminar is to begin, the time allowed by a Wisconsin junior college for releasing information, is not sufficient to assure respectable attendance. But planning for the scheduling and publicizing of short courses is not enough. Such other matters as parking facilities, registration fees, even course content, must be planned well in advance, if the college is to supply effective leadership in the provision of this most important community service.

The second most important community service in Objective Area II is Community leadership and development. The behaviors which probably contribute the largest share to its successful performance fall within the behavioral subcategory, Participation of the college staff in community leadership and activities. Also contributing are the behaviors included in the two subcategories, Provision for effective administration and supervision and Involvement of community in planning and development.

There is no question about the broad range of opportunities for

college personnel to exercise leadership within the community and further its development. The extent of that leadership, of course, will depend in some degree upon the dynamics of individual staff members and the desire of the community to be led by them. It will also depend, in some degree, upon whether or not college personnel have a bias concerning an issue or project. But there is usually a neutral ground from which the college can provide objective leadership in organizing needed community groups, or in stimulating action by appropriate agencies already in existence. Some behaviors in performing these services are exemplary. An administrator in a California college, for instance, cited the positive results of working with the community in developing an area cultural council; a representative of a New York college recounted his leadership role in helping to establish a needed council of social agencies in his district community; and a respondent from another California college described the effectiveness of assisting in the development of a local chapter of the National Council of Christians and Jews.

Participation of the college staff in community life, however, is probably most effective when it is least apparent; that is, when college personnel are content to point the way to constructive action without assuming an aggressive role. An illustration of unobtrusive leadership is contained in a report that "college personnel get community leaders to sit down with law enforcement agencies to discuss community law enforcement problems." In other words, the college serves as the catalyst, the community as the reactant.

Effective administration and supervision have a larger bearing on the Community leadership and development service than might at first be supposed. It is not enough that the college merely assign personnel to participation in the service; these people must have sufficient latitude of action if they are to fulfill their role successfully. A restrictive behavior repeatedly reported was the failure of the college to provide a supervisor with time and authority to co-ordinate the service adequately. In one instance, a community survey was considered less than successful because of this interfering factor; in another, a program which utilized students in community development failed for the same reason.

But even given time and authority, the supervisor or co-ordinator of a community development program must be selected with care. Certain qualifications—ability to organize, to direct, to co-ordinate, to command respect and full co-operation of co-workers, to anticipate problems and have solutions ready to hand—all these are essential if the activity is to reach a successful conclusion. Where selection is hasty or ill-considered, results may be embarrassing to both the col-



lege and the community. Such was the case when a junior college in Virginia selected an ineffectual minister to co-ordinate a "larger parish program." One college circumvented this possibility by utilizing consultants in community development, and another established a college research bureau for the community. Effective as these procedures may have been in the specific instances cited, they probably should be used with caution. Utilizing professional consultants tends to denigrate the college's own consultative role, and the establishment of a college research bureau for the community conceivably has limited application because of financial considerations.

The value of citizens' advisory committees has already been mentioned in connection with the planning and promotion of short courses. Such committees are likely to have equal value for the college in its performance of the Community leadership and development service. The emphasis here, of course, is upon the development aspects of the service. Advisory committees can and should be the eyes and the ears of the college in identifying community needs and desires. In a California community, the college organized for this purpose an advisory committee composed of city managers, chambers of commerce managers, school superintendents, and co-ordinating council presidents from the college district area. This kind of community involvement in planning and development is highly effective in making known to the college *all* community needs and desires, and in assisting the college to chart a course calculated to meet or satisfy them. Another example was provided by a Florida administrator who described working with an advisory committee composed of radio and newspaper editors, businessmen, and representatives of service clubs, bankers' association, and merchants' association in the establishment of a community business institute. "The success of the institute had already been assured when the first session opened."

### Objective Area III

Behaviors associated with the selected critical incident categories, Fine arts series and Recreation activities, are illustrative of those used in developing critical requirements for achieving the Cultural and Recreational Activities objective of community services programs.

Many behaviors contribute to an effective fine arts series, but none more, perhaps, than those relating to Maintenance of effective internal and external communication. There is little purpose in offering such a series if the community is not made actively aware of its existence. Thus, an essential behavior involves obtaining good publicity coverage through as many media as possible. Where there is

excellent college-community rapport, community groups may sometimes even foot the bill. For example, when an Alaska junior college was sponsoring a fine arts program, the local newspaper and radio and television stations donated the advertising. But for a college to rely on donated publicity alone would be unwise. There are several means—all of them effective—by which the college itself can advertise the series. One way, strongly recommended by the supervisor of a fine arts program in a California college, is the mailing of personal letters of invitation to a special patrons list. Another is to conduct a public relations campaign for the total series; and still another is to provide adequate direct-mail publicity for each event in the series. But good publicity coverage, of whatever kind, can easily be nullified if interfering behaviors are allowed to develop. Reported examples of these are failure to provide efficient means of selling tickets for cultural events, and the booking of groups too late for effective promotion.

As a corollary to good publicity, involving community groups and individuals in the planning and development of the fine arts series produces excellent results. Such involvement, besides acquainting many people first hand with the projected events within the series, stimulates community interest and support as nothing else can. In one instance, an area women's club in Michigan co-operated with its community college in the promotion of an artists series. Again, the local civic concert committee in an Alabama community cosponsored the college fine arts series; while a patrons' association, organized by a Florida college, assisted in developing the series. And the Alaska junior college whose advertising was paid for by community representatives was equally fortunate in having local businessmen pledge financial assistance for its cultural program.

The involvement of faculty and students in planning and development is equally critical. A unique example of faculty involvement was provided by a California college which reported giving a concert "a novel twist by arranging for a college faculty member to 'sit in' with a guest artist." Less unique, but equally effective, was the organization of a faculty planning committee which helped to develop the fine arts series. Similarly, in such widely separated areas as Wisconsin, Nebraska, and California, junior colleges attributed success to the formation of student planning committees. And joint student-faculty planning committees were used and highly recommended in four additional institutions. In at least three instances, entire college departments (art, drama, music, speech) co-operated in developing programs with equal town and gown appeal.

A procedure recommended by several respondents is the selection



of well-known artists for the fine arts series. Engagement of unknown or little known performers, whether justly or not, can result in the community's gaining the impression that the college is sponsoring an "amateur night." To avoid creating such an impression, a respondent from one Washington junior college said, "We include only big name, status performers in our concert series"; and, to achieve the same end, a California college arranges return engagements for known artists or groups whose prior performance has been enthusiastically received.

Finally, provision for effective planning and research for the fine arts series is essential for maximum benefits to both college and community. In one junior college, for example, early planning resulted in scheduling events on the master calendar so that they did not detract from one another. Early planning in another institution contributed to the educational as well as the cultural experience of students by making possible the discussion, in English and humanities classes, of a scheduled opera prior to its performance. And a similar contribution was made to the community by a third college through planning a Saturday morning community participation workshop in conjunction with a concert.

Turning now to Recreation activities, the effectiveness of this category is significantly related to Provision for effective administration and supervision. The importance of making such activities available to the public, particularly in communities having few municipal recreational facilities, can hardly be overemphasized. Nor can the need for the college to provide well-administered and well-supervised recreation programs be minimized. An effective means of providing both according to three respondents, is to appoint a college recreation director. Failing that, or in conjunction with it, utilizing professional supervisors from the college physical education department has been found to be an effective technique. But the selection of supervisors must be carefully made, for the choice of an ineffective individual, as one college reported, gravely interferes with the best realization of the program.

Closely related to effective supervision is the selection of excellent instructors for the recreation program. Illustrative instances include hiring coaches of Olympic swimmers, a well-known authority in track and field, and the utilization of known college athletes. Such individuals represent recreation specialists, and may even profitably be engaged to help plan the program. For planning is an important aspect of the over-all program. Without it, or with planning that is only "half-baked," interfering behaviors can create problems. According to the reports of several junior colleges, insufficient planning

resulted in such interfering behaviors as scheduling an adult recreation activity at a time when few adults could attend, emphasizing a "summer program" only, and making no provisions for the parking of participants' cars. On the other hand, in at least five institutions, effective long-range planning "debugged" the program of these interfering behaviors, and stimulated better rapport between college and community. One of these colleges also commended the planning of special events, such as national swimming championships, as a means of adding special interest to the program.

Excellent publicity coverage in all media is another essential for successfully conducting recreation activities. The importance of centralizing all publicity in one office, touched upon earlier in this report, was re-emphasized by a California college which held the college public information office responsible for publicizing the recreation program, with the result that press and radio releases reached the public at regular intervals. It is not known whether or not these were paid releases; but the centralized publicity agency in a Florida junior college was able to obtain free public service radio time to promote its program. In four other colleges, though, inadequate publicity coverage was directly responsible for the indifferent success of their recreation activities programs.

Community involvement in planning and development is likewise a contributing behavior in this area of service. Not only do community groups, particularly parents, provide valuable suggestions for program development; they can also be counted on to promote community interest and support. Several junior colleges emphasized the benefits accruing from community group activities along these lines, and one college even was able to obtain cosponsorship of its recreation program by the city recreation department. In three other instances, citizens' advisory committees, composed of representatives of college district recreation agencies, were formed for the purpose of co-ordinating the multitude of separate recreation programs in the college district. In these ways the junior college becomes the hub of community activities, and vindicates its claim to being a community college.

#### Objective Area IV

From the junior college point of view, achievement of the Institutional Development objective is probably most crucial to the success of the over-all plan for community services. If the college does not properly interpret its purposes and programs to its district community and elicit active citizen interest, support, and participation,

is efforts to achieve the other three objectives may be less than successful.

The 110 different critical behaviors in this objective area are classified into the categories of Special events, Community information service, Fund raising, Citizen participation groups, Special radio-television programming, Campus tours, and Alumni relations. As in the foregoing discussions, behaviors in only selected categories are considered in the paragraphs which follow; but these behaviors amply illustrate those contributing to the development of critical requirements in this objective area.

In the Special events category, the behavioral subcategory most closely related to its effectiveness is Provision for effective planning and research, for the whole purpose of this service is to bring the college to the favorable attention of the community-at-large. Careful pre-planning of all aspects of the special event is therefore crucial. For example, if the timing of an event is poor, if some detail is overlooked, or if plans are hastily drawn, the event can easily be a failure. In one junior college, as an example, the time selected to hold an open house was during a season when members of the community were preoccupied with their own affairs; in another, the time of the event was changed at the last minute. A Mississippi administrator recounted his failure to make provisions for transportation to a special event, and two Californians remembered hastily selecting an inappropriate program for the occasion. On the other hand, a math field day in another reporting college was so carefully planned that it became an annual affair. And an Alaska college, knowing the temper of the group for whom a special event was arranged, planned a friends-of-the-college buffet "so that it would occur on a most informal basis."

The matter of obtaining wide publicity coverage in all media is particularly important regarding special events. Techniques used are largely the same as those employed in publicizing short courses and cultural and recreational activities, but caution should be exercised so that primary responsibility for publicity resides with the college. When a New York junior college relied too heavily on assistance from a community organization in publicizing an event, both the event and the college suffered. On the other hand, when a centralized agency within a college prepares news releases in a professional style, the results can be gratifying. A Washington junior college, for instance, by this means secured a ten-page special supplement in the local newspaper devoted to the college's anniversary. And two other colleges, by establishing good relations between their

public information offices and the local press, were able to arrange for direct coverage of events by the newspaper's staff.

Community involvement in the planning and development of special events is likewise effective. Such involvement is frequently manifested by the formation of citizens' advisory committees to help in the planning process, but individuals and groups also provide valuable assistance. When, for example, special events for "Inauguration Week" at a New York junior college were being planned, the college involved several key leaders from the community in the planning. The success of that undertaking has already been reported. And securing cosponsorship of community organizations for special events was found to be an effective technique by junior colleges in Florida, Nebraska, and Wyoming.

Faculty and/or student involvement in planning and organizing a special event also contributes much to the success of the event, particularly when the occasion relates to matters of faculty or student interest. By this means, community awareness of what goes on in a classroom and the results being obtained is constantly renewed. Thus, when a Wyoming junior college staged a science fair, two members of its science staff were the sponsors of the event. Again, a Mississippi college used its agricultural students in the planning of district and state judging contests for Future Farmers of America. And an instance of joint faculty-student involvement was provided by an Arkansas junior college whose entire faculty and student council participated in planning and executing Senior Day activities. With proper publicity, all of these events drew large attendance and emphasized the contributions both faculty and students were making to the life of the community. But possibly even more effective for the development of cordial college-community relations is the practice of a California junior college which encourages staff members who belong to community organizations to plan special events for these groups and to consolidate the planning with the help of other faculty as well as students.

The importance of a Community information service has appeared repeatedly in the foregoing discussions. Precisely where this service belongs in the hierarchy of administration probably is a matter to be decided by the individual college. But there appears to be no doubt that it should be centralized in one office and directed by one public information officer. Critical behaviors relating to these requirements fall primarily in two subcategories: Provision for effective administration and supervision and Maintenance of effective internal and external communication. Effective planning is also a necessary factor in the over-all performance of this service, however,



as both the stated behavioral subcategories are interrelated to some extent with planning. The chief concerns, though, are with putting the right man in the job and securing maximum coverage in all media.

The right man was considered by one junior college to be a "veteran newsman of nearly fifteen years," who was hired as the public information officer. But, regardless of the years of experience, demonstrated competence is the prime requisite for the person who fills this post, according to seven other junior colleges. This requisite suggests the desirability of assigning such an officer full responsibility for disseminating all college information to the public, and relieving him of other duties which may encroach upon his time and so interfere with his doing a competent job. For instance, highly satisfactory results were reported by two colleges which allowed their public information officer adequate time to plan and execute a publicity campaign. Conversely, in two other colleges where insufficient time was provided, such interfering behaviors as failure to make provisions for press photo service and the combining of two publications intended for two different publics were reported.

Centralizing responsibility for the Community information service in one person, particularly in larger junior college districts, contributes other behaviors which lead to the success of the service. Where this was done, it was possible to establish "rapport with the local news media" (according to an Oregon administrator), and to make "face-to-face contact with the power structure in the communications media" (reported by a Missouri administrator). In another community where responsibility was not centralized, however, failure to convince the local news media of the significance of college news resulted in an ineffective program.

All of the sample behaviors relating to the four objective areas discussed above demonstrate the need for establishing a positive set of requirements critical to the initiation or expansion of successful community services programs. Such requirements are considered in the next section of this chapter.

### CRITICAL REQUIREMENTS

The process of determining critical requirements was actually a further step in the analytical reduction used in classifying the critical behaviors. It passed through stages which progressively reduced 492 statements of different critical behaviors, representing 1,362 behavioral acts, to 91 critical requirements. Of the total behaviors, all but forty-four were used in the formulation process. The statements of critical requirements were then grouped together under three



major areas of administrative responsibility and sixteen categories similar to sixteen of the seventeen behavioral subcategories used in the classification of critical behaviors (see Table II).

All three major areas and seven different categories of administrative responsibility are represented by twelve critical requirements cited most frequently by administrators and staff supervisors canvassed in this survey. The critical requirements representing the greatest number of critical behaviors (103) is related to the use of a wide variety of media to communicate with the public and reach all segments of the college district community. Two other highly recommended critical requirements contain sixty-seven and sixty-six behaviors, respectively: "Tailor programs to meet needs of specific groups in district community" and "Involve personnel of appropriate community organizations in planning of program." And the related critical requirement concerning the cosponsorship of services and activities by appropriate local organizations reflects thirty-six behaviors.

Four critical requirements underscore the importance of effective planning and research. Fifty-five behaviors were utilized in the formulation of the critical requirement, "Provide for long-range planning of programs." Respondents also recommend planning all details of each specific service or activity (mentioned thirty-five times); beginning planning of specific services and activities at an early date (the topic of thirty-two behaviors); and carefully considering the timing of each service or activity (cited twenty-seven times).

Two critical requirements frequently reported are concerned with providing effective administration and supervision for the program of community services. A critical requirement based on thirty behaviors attests to the importance of providing time and adequate staff to organize and expedite needed services and activities. Also recommended in twenty-six instances is the selection of enthusiastic, well-qualified staff supervisors for the program.

Two other categories of requirements represented by most frequently cited critical behaviors are Establish high standards for public performance and Identify community needs and interests. Thirty critical behaviors were identified regarding obtaining only "top men" in the field as short course lecturers. And twenty-six critical behaviors are reflected in the critical requirement, "Base decision to provide specific service on analysis of community needs or interests."

Critical requirement area J, which is concerned with securing community and college support for the program of community ser-

vices, contains the greatest number of critical behaviors. The 571 behaviors were obtained from all objective areas in 27 of the 28 critical incident categories; only Alumni relations was excluded. Thirty-eight statements of critical requirements are included in this area and distributed among six categories as follows: Involve com-

TABLE II  
DISTRIBUTION OF CRITICAL REQUIREMENTS  
ACCORDING TO AREAS AND CATEGORIES

Areas and Categories	Frequency of Behaviors	
<b>I. Securing Community-College Support for Program</b>		
A. Involve community in planning and development.....	220	
B. Maintain effective internal and external communication.	208	
C. Involve faculty and students in planning and development	66	
D. Co-ordinate services with other community groups.....	42	
E. Encourage college staff to participate in community affairs.....	28	
F. Orient faculty and staff to community service function..	7	571
<b>II. Determining Nature and Scope of Program</b>		
A. Provide effective planning and research.....	189	
B. Establish high standards for public performance.....	87	
C. Tailor services to specific needs and interests.....	73	
D. Define program purposes and objectives.....	69	
E. Identify community needs and interests.....	46	464
<b>III. Organizing and Administering Program</b>		
A. Provide effective administration and supervision.....	158	
B. Establish and adhere to written policies, regulations, and procedures.....	67	
C. Utilize community facilities and resources.....	22	
D. Secure board, administration, and faculty support.....	19	
E. Obtain essential resources.....	17	283
Total.....		1,318

munity in planning and development (11), Maintain effective internal and external communication (15), Involve faculty and students in planning and development (4), Co-ordinate services with other community groups (3), Encourage college staff to participate in community affairs (4), Orient faculty and staff to community service function (1).

On the pages which follow, the critical requirements concerning Securing Community-College Support for Program are briefly discussed by category. No significance should be attached, however, to the order in which these requirements, or those to follow in the other two critical requirement areas, are treated. Relative critical-

ness of the requirements—that is, the one mentioned first being most critical and the one considered last the least critical—is not implied, for each crucial factor has significance for the success or failure of the activity. No critical requirement can be ignored by an administrator or staff supervisor, and all affect the achievement of program objectives.

*Involve community in planning and development.* In formulating the eleven statements of critical requirements in this category, critical behaviors were drawn from all four objective areas and eighteen critical incident categories: Provision of physical facilities for meetings and events and Cosponsorship of community events on campus in Objective Area I; Short courses, Community leadership and development, Community counseling, and Campus radio-television station in Objective Area II; Lecture series, Fine arts series, Recreation activities, Gallery, Community theater, Festivals of the arts, Planetarium, Community chorus, and Community orchestra in Objective Area III; and Special events, Fund raising, and Special radio-television programming in Objective Area IV.

The eleven recommended procedures relating to the involvement of community in planning and development include the utilization of community groups, individuals, and community leaders in the planning and promotion of the program of community services. The cosponsorship of services and activities by appropriate community organizations and the use of community advisory committees in the planning of specific services and activities are also recommended. And, somewhat related to this procedure, is the organization of a community advisory council to assist college officials in identifying needed community services. Other effective procedures are the maintenance of co-operative relationships between the college and various community groups, holding social events in connection with certain cultural activities, and organizing patrons' groups.

*Maintain effective internal and external communication.* Critical behaviors for the communication category of critical requirements were obtained from all four objective areas and twenty-six of the twenty-eight critical incident categories in the formulation of the fifteen communication requirements; the two critical incident categories not included are Provision of recreation facilities in Objective Area I, and Special radio-television programming in Objective Area IV.

The greatest number of critical behaviors in the study (103) attests to the importance of using a wide variety of media to communicate with the public and reach all segments of the district. Administrators and staff supervisors point out the effectiveness of directing publicity

toward specific publics in the community rather than the district community-at-large. They also emphasize that this requires adequate time to plan the publicity campaign for each service or activity. The use of direct-mail publicity is recommended, and invitations to community leaders to attend special events should be made personally.

Special publications should be designed for activities and services included in the program and distributed throughout the community, and all publications ought to be designed to appeal to specific publics. It is equally important that effective personal relationships with the area press be developed and maintained. This includes arrangements for the direct coverage of college activities by local newsmen and the interpretation of the role of the college in the local community. Citizens' committees can serve as an effective means of presenting a program to the community which requires community support. And citizens' committee activity should be related to the advance spadework in the community which is required before a bond or tax election is attempted. Other procedures recommended include the preparation of news released in professional style and keeping the public informed of services available from the community college.

*Involve faculty and students in planning and development.* The four critical requirements in this category were formulated from critical behaviors obtained from all four objective areas and sixteen critical incident categories: Cosponsorship of community event on campus in Objective Area I; Short courses, Community leadership and development, and Community counseling in Objective Area II; Lecture series, Fine arts series, Film series, Gallery, Community theater, Festivals of the arts, Planetarium, and Community orchestra in Objective Area III; and Special events, Community information service, Fund raising, Special radio-television programming, and Campus tours in Objective Area IV.

Administrators and staff supervisors cite the importance of organizing a student-faculty committee to assist in the planning of the program of community services; also recommended is the establishment of faculty study and advisory committees. And students and faculty should be encouraged to participate actively in the program.

*Co-ordinate services with other community groups.* Critical behaviors were drawn from three objective areas and twelve critical incident categories in the formulation of the three critical requirements included in this category: Community use of library facilities in Objective Area I; Short courses, Community leadership and development, and Community counseling in Objective Area II, and Lecture series, Fine arts series, Recreation activities, Gallery, Com-



munity theater, Festivals of the arts, Planetarium, and Community orchestra in Objective Area III.

The importance of close liaison and co-operation with public school personnel and other community and regional groups in order to avoid unnecessary duplication of services is indicated by this category. Administrators and staff supervisors also recommend community-wide co-ordination of cultural activities.

*Encourage college staff to participate in community affairs.* Four statements of critical requirements are listed in this category. They were derived from critical behaviors in three objective areas and six critical incident categories: Provision of physical facilities for meetings and events and Cosponsorship of community events on campus in Objective Area I; Community leadership and development, Community counseling, and Campus radio-television station in Objective Area II; and Festivals of the arts in Objective Area III.

Procedures in this category include providing college leadership in organizing needed community groups, encouraging college personnel to participate in community activities, making college personnel available to the community as consultants, and providing objective leadership in community self-improvement, with the appropriate action left to community groups, however.

*Orient faculty and staff to community service function.* The single critical requirement relating to the interpretation of the community service function to the college faculty and staff was based on critical behaviors identified in three objective areas and five critical incident categories: Provision of physical facilities for meetings and events and Provision of food service for community groups in Objective Area I; Speakers' bureau in Objective Area II; and Fine arts series in Objective Area III.

Critical requirements in the second major area of administrative responsibility—Determining Nature and Scope of Program—are grouped into five categories: Provide effective planning and research, Establish high standards for public performance, Tailor services to specific needs and interests, Define program purposes and objectives, and Identify community needs and interests. These categories include 26 statements of critical requirements which were derived from 464 critical behaviors obtained from all objective areas and 28 critical incident categories.

*Provide effective planning and research.* The third largest number of critical behaviors in the three critical requirement areas (189) is represented by the critical requirements in the planning category. In formulating the eight statements of critical requirements, critical behaviors were drawn from all four major objectives and twenty-two



of the twenty-eight critical incident categories; the five critical incident categories not included are Community use of library facilities in Objective Area I; Campus radio-television station and Speakers' bureau in Objective Area II; and Campus tours and Alumni relations in Objective Area IV.

Administrators and staff supervisors advocate the long-range planning of the program of community services and detailed planning of specific services and activities. Planning must begin at an early date if the service or activity is to be effective, and special consideration ought to be given to the timing of events. When possible, the services and activities should be related to the instructional program for maximum benefit to students as well as the community, and participants should be encouraged to evaluate the effectiveness of the services. Other procedures recommended include careful preplanning of all advisory committee meetings and encouraging community groups to utilize college facilities and resources.

*Establish high standards for public performance.* Six critical requirements are included in this category. They were derived from critical behaviors found in three objective areas and nine critical incident categories: Short courses and Campus radio-television station in Objective Area II; Lecture series, Fine arts series, Film series, Gallery, Community theater, and Festivals of the arts in Objective Area III; and Special events in Objective Area IV.

The significance of obtaining "top men" in the field for short course lecturers, well-known speakers for the lecture series, and known, quality artists for the fine arts series is underscored by administrators and staff supervisors. It is also suggested that standards for performance be determined by the college staff and rigorously adhered to. Two methods of maintaining these standards are holding orientation sessions for lecturers and arranging to preview all offerings in the program when possible.

*Tailor services to specific needs and interests.* Seventy-three critical behaviors from three objective areas and nine critical incident categories were utilized in formulating the two critical requirements in this category: Short courses, Community counseling, Campus radio-television station, and Speakers' bureau in Objective Area II; Lecture series, Recreation activities, Film series, and Community theater in Objective Area III; and Special events and Community information service in Objective Area IV.

Of the seventy-three critical behaviors represented in this category, sixty-seven relate to a single critical requirement: the tailoring of the program to meet needs of specific groups in the community rather than the community-at-large. It is also recommended that

program offerings be selected which relate to specific interests and needs of the community.

*Define program purposes and objectives.* Included in this category are six critical requirements which are based on critical behaviors drawn from all four objectives and thirteen critical incident categories: Provision of physical facilities for meetings and events and Provision of recreation facilities in Objective Area I; Short courses and Community leadership and development in Objective Area II; Lecture series, Fine arts series, Recreation activities, Film series, Gallery, and Planetarium in Objective Area III, and Fund raising, Citizen participation groups, and Special radio-television programming in Objective Area IV.

Personnel engaged in the program of community services recommend that the specific objectives and philosophy of the program and specific services be spelled out. Similarly, the purposes of services or activities ought to be interpreted to the participants, and when citizens' committees are utilized in the program their specific functions need to be detailed. A widely diversified program should be developed and should be educationally oriented. Respondents admonish community services personnel to avoid presenting short courses like college courses in content and length.

*Identify community needs and interests.* Critical behaviors utilized in the development of the four critical requirements in this category were obtained from all four objective areas and nine critical incident categories: Community use of library facilities in Objective Area I; Short courses in Objective Area II; Lecture series, Fine arts series, Recreation activities, Film series, Gallery, and Community chorus in Objective Area III; and Community information service in Objective Area IV.

According to administrators and staff supervisors, the decision to provide a specific service should be based on an analysis of the community's needs and interests rather than just the hunches of college staff members. It is also recommended that a community survey be made to determine specific needs and interests of the district community regarding community services. Another means of identifying needs and interests is to hold conferences and discussions with community people. And the community-at-large ought to be encouraged to bring specific requests for services to the college.

Twenty-seven critical requirements concern Organizing and Administering Program, the third area of administrative responsibility. These are grouped into five categories: Provide effective administration and supervision; Establish and adhere to written policies, regulations, and procedures; Utilize community facilities and resources;

Secure board, administration, and faculty support; and Obtain essential physical and human resources. The 27 critical requirements were formulated from 283 critical behaviors identified in all objective areas and 27 of the 28 critical incident categories; the only category not included was Planetarium.

*Provide effective administration and supervision.* This category of critical requirements represents the fourth largest number of critical behaviors in the three requirement areas, and the 12 statements formulated were derived from 158 critical behaviors identified in all objective areas and all 28 critical incident categories.

Administrators and staff supervisors recommend that adequate time and staff be provided to organize and expedite services and activities included in the program. Staff supervisors should be selected on the basis of their qualifications and enthusiasm for the program and should be given sufficient time and authority to plan and coordinate their activities. Likewise, they must be provided with adequate clerical assistance. It is also recommended that an administrator of community services be employed to provide leadership for the program. Accordingly, the total responsibility for the program should be centralized in a single administrator. Citizens' committees should then be selected to represent all segments and views in the college district community, and the college must provide expert staff help for these committees. Other effective procedures include: the hiring of a qualified public information officer and excellent instructors for the community recreation program, providing overall college coordination for events cosponsored by community groups, and developing an effective means of selling tickets for events.

*Establish and adhere to written policies, regulations, and procedures.* The importance of developing and following written policies, regulations, and procedures regarding community services is indicated by seven critical requirements. In developing these requirements, critical behaviors were drawn from three objective areas and ten critical incident categories: Provision of physical facilities for meetings and events, cosponsorship of community events on campus, Provision of recreation facilities, Provision of food services for community groups, and Community use of library facilities in Objective Area I; Short courses, Campus radio-television station, and Speakers' bureau in Objective Area II; and Recreation activities in Objective Area III.

Written policies, regulations, and procedures should be developed for all aspects of the program, and these must be applied uniformly. Policy regarding the reimbursement of faculty for participation in

certain community services (i.e., short courses, campus radio-television station, recreation activities, community counseling and consulting) is especially critical. Other effective procedures emphasize the importance of requiring that all instructions and requirements relative to facility usage be in writing and the necessity for joint planning meetings with representatives of community groups. Community services personnel are, however, admonished to maintain some flexibility in meeting community needs.

*Utilize community facilities and resources.* The three critical requirements relating to this category were derived from critical behaviors found in three objective areas and six critical incident categories: Short courses, Community leadership and development, Community counseling, and Campus radio-television station in Objective Area II; Community theater in Objective Area III; and Fund raising in Objective Area IV.

Effective procedures include offering services and activities at off-campus locations, utilizing qualified consultants in developing the program, and soliciting financial assistance from community groups and individuals.

*Secure board, administration, and faculty support.* Critical behaviors were drawn from three objective areas and eleven critical incidents to formulate the three critical requirements listed in this category: Community counseling, Campus radio-television station, Speakers' bureau, and Provision of student programs for the community in Objective Area II; Lecture series, Fine arts series, Recreation activities, Community theater, and Community chorus in Objective Area III; and Fund raising and Alumni relations in Objective Area IV.

This category underscores the importance of obtaining the understanding, support, and co-operation of the board of trustees, top administration, and faculty for the program of community services.

*Obtain essential resources.* The two critical requirements in this category reflect critical behaviors obtained from all four objective areas and eleven critical incident categories: Provision of physical facilities for meetings and events in Objective Area I; Short courses and Campus radio-television station in Objective Area II; Lecture series, Fine arts series, Film series, Gallery, Festival of the arts, Community chorus, and Community orchestra in Objective Area III; and Special events in Objective Area IV.

The two procedures relate to providing essential financial support and adequate facilities and equipment for the program.

In the following chapter a check list for effective programs of community services is set out in detail covering each of the ninety-one

critical requirements briefly discussed above. Each requirement is critical in the sense that each has been shown to be a crucial factor in differentiating between success or failure. Thus, the list of critical requirements can be recommended as a guide to new junior colleges desirous of establishing programs of community services, and to existing junior colleges wishing to establish or strengthen such programs.



## CHAPTER V

# CHECK LIST FOR EFFECTIVE PROGRAMS OF COMMUNITY SERVICES

Before we proceed to the check list for effective programs of community services, two other facets of the over-all survey deserve some mention. These are factors identified by administrators and staff supervisors as contributing most to the effectiveness of their programs, and their suggestions for improving community services. As will be seen in the following descriptive analysis, factors and suggestions both provide substantiating evidence of the validity of the check list.

### CONTRIBUTING FACTORS AND SUGGESTED IMPROVEMENTS

A total of 283 contributing factors was reported by administrators and staff supervisors in the ninety-nine community colleges surveyed. Excluding duplicates, this number was reduced to sixty-eight different factors, grouped into the three major areas and sixteen categories used in classifying the critical requirements. A similar reduction was made for the 381 suggestions received.

Of the factors which most frequently contributed to the success of programs of community services, and suggestions most often made, several in each group were approximately identical. For example, the suggestion, "Employ full-time community services administrator to provide leadership for program," was matched by the contributing factor, "Employed administrator to provide leadership for program." In this connection, it was emphasized that responsibility for the program should be centralized in this administrator, such centralization to include the co-ordination of use of college facilities and the college master calendar. Moreover, the community services administrator should be relieved of other duties such as evening college responsibility, teaching, administration of student personnel, the instructional program, and having charge of an academic division. The reasonableness of these suggestions is evident. No administrator whose responsibilities and energies are unduly divided can justly perform his multifarious duties. Among other

things, the community services administrator ought to be free to spend a certain amount of time off-campus working with community groups, since college-community co-operation is an important facet of the over-all program. If he is bogged down in intramural responsibilities, related only secondarily to community services, this function cannot be performed satisfactorily. Of the ninety-nine junior colleges included in this nation-wide survey, only ten had a community services administrator (other than the president) who was assigned full-time responsibility for the program.

Another suggestion for program improvement, "Provide time and adequate staff to organize and expedite needed services and activities," was approximated by the contributing factor, "Provided staff to implement program." Of course, the need for more time would be somewhat obviated by the appointment of a full-time community services administrator. But equally obvious is the fact that this officer cannot perform all the necessary duties by himself. Thus, adequate staffing of his office is essential for a well-operated program.

Among the respondents in this survey, a strongly felt need was for the employment of a full-time public information officer, particularly in view of the importance of conducting a well-planned and well-executed public information service. Such a service, handled by experts, relieves the community services administrator of time-consuming details concerning publicity and permits him to co-ordinate the entire community services program more effectively. As remarked earlier in this report, where the public information officer belongs in the administrative hierarchy is a matter for each college to decide. One suggestion was that the public information office be separate from but subordinate to the office of community services, and that it be delegated the co-ordination of all publicity. Where this procedure was actually in operation, colleges reported it as a factor contributing to the success of their programs of community services.

Other personnel recommended included a full-time auditorium manager, a full-time professional manager for the campus radio station, a recreation co-ordinator, well-known instructors for recreation classes, and adequate clerical assistants. But necessary as all these may be, none is more so than enthusiastic, well-qualified staff supervisors for the program, with freedom and authority to develop their activities. Where, for example, it was suggested by one college that "experienced, civic-minded personnel be selected as staff supervisors," there was the parallel report that "the selection of a supervisor on the basis of his personal drive, interest, and leadership

ability" was a factor which contributed to the effectiveness of the program at another college.

Among other factors and suggestions in the general area of Organizing and Administering Program were: the development of an effective means of selling tickets for college events—specifically, the organization of a college box office—and careful selection of advisory committee members. Permitting a professional society to select the membership of advisory committees, for instance, was regarded as poor policy; but the selection of members on the basis of their human resources was found to be highly effective, particularly when expert staff help from the college was provided.

All of the above factors and suggestions were the subject matter of critical behaviors which were used in formulating the check list of critical requirements for effective programs of community services.

Obtaining essential resources for the community services program is also an important category of requirements in the area of Organizing and Administering Program. Securing financial support is particularly crucial, and is included in the list of critical requirements. Among suggestions for improving the program, "Provide additional financial support for the program" was most frequently mentioned, and "Received essential financial support for program" was the factor which contributed largely to successful programs. How these moneys may be secured will depend, of course, upon the financial structure of junior college districts in the several states. In California, from which the greatest number of contributing factors in this regard were reported, the law permits a district maintaining a junior college to increase its maximum tax rate by five cents per \$100 of assessed valuation for community services purposes. Thus, various means are available to support the program in this state. Among suggestions for improving California programs were: greater utilization of restricted community services tax funds, levying the full five-cent tax for community services purposes, and developing several sources of support. In the last instance, one staff supervisor reported that his public events program was supported as follows: one third of the income from ticket sales, one third from community services funds, and one third from student body funds. In other states, such sources of income for community services as federal funds and district budgets were suggested.

Sufficient financial support, besides alleviating the need for adequate facilities and equipment (e.g., the construction of auditoriums and/or little theaters, to cite probably the most expensive), also makes possible the compensation of faculty for certain community service responsibilities. Suggestions specifically cited compensating

faculty members for their work in connection with campus radio and television stations, and for short courses, recreation activities, community counseling, and consulting. In those instances where such compensation had been provided, faculty participation in the program had accelerated to the benefit of both college and community. Consideration exemplified by seven critical behaviors contributed to the formulation of the critical requirement: "Determine policy regarding faculty reimbursement for participation in community services."

But no program, however well planned and funded, can be wholly successful without establishing and adhering to written policies, regulations, and procedures. Particularly is this true when negotiating the use of college facilities, as pointed out in the preceding chapter. But it is almost equally true with respect to the development of clear-cut policies for all community services. Contributing factors recalled the effectiveness of developing a policy on the use of college facilities and establishing priorities for such use by community groups; of applying policies and regulations uniformly; and of periodically reviewing policies, regulations, and procedures to determine if they are still effective.

Given all the foregoing favorable conditions, however, the program is still in jeopardy unless board, administration, and faculty support is secured. When, as in one college, the board is "dedicated to making the college truly a community institution," the community services administrator's battle is already half won. But, as happened in another college, when there is need to "educate trustees to the fact that community services contribute significantly to public support when crucial issues are presented to the electorate," the program can be extremely slow in getting off the ground. In such event, encouragement and support from the faculty and the college president are doubly valuable. One way to increase faculty interest has already been suggested. A possible means of greater presidential support, embodied in several suggestions for improving the program, is to establish the community services division as a major administrative area, with the community services administrator reporting directly to the chief administrator.

The importance of using a wide variety of media to communicate with the public and reach all segments of the college district community has already been emphasized. But some additional behaviors, not reported in the preceding chapter, may serve to reinforce the argument. For example, two contributing factors found particularly effective were embodied in "portable displays of community services activities to set up in schools, shopping centers, and



public buildings" and a quick-change sign for on-campus use in publicizing events. The value of publicity, from the standpoint of the pride of those participating in an activity such as community theater, was likewise stressed. And, in regard to direct-mail publicity and publicity directed toward specific publics in the community, two factors contributed much to Securing Community-College Support for Program: the mailing of a quarterly newsletter which reached 32,000 district residents, and the wide distribution of a calendar of public events. The critical requirement concerning wide publicity coverage, it will be remembered, was formulated from no less than 103 critical behaviors relating thereto.

But effective internal communication is equally as important as external. Where channels of communication between the community services office and other college offices involved in providing services are clear-cut, much confusion and duplication of effort can be avoided. Thus, two suggestions specifically urged clarification of channels of communication for staff members participating in the program, and maintaining clear communication with the plant services department.

Involving the community in planning and development has also been discussed at some length elsewhere. But some suggestions and contributing factors which have not been touched upon earlier illustrate ways in which this can be done. One suggestion, for example, advocated providing more opportunity for community participation through band, orchestra, and chorus; and, regarding the enlistment of community interest, support, and participation in the college and its program, another suggestion was: "Bring more publics to the campus to observe first hand what's going on."

Bringing the community to the college is not the sole aim of the community services program, however. Equally important is taking the college to the community by encouraging college staffs to participate in community affairs. Thus, the critical requirement: "Make college personnel available to community as consultants." Faculty resources singled out in both suggestions and contributing factors involved consulting, research, and speakers; and the provision of college leadership in finding solutions to community problems—especially college action in the cultural field. Provision of these services, however, must not be allowed to overlap or duplicate services already being provided by other community and regional groups. In this regard, the suggestion that a co-ordinating council of community cultural organizations be formed is similar to the critical requirement concerning community-wide co-ordination of cultural activities.



Before organizing and administering the program, and before soliciting community support for it, its nature and scope must be determined. This implies, first of all, that program purposes and objectives must be defined. It is one thing to offer a program, stereotyped by predecision at the college level, and quite another to offer a program that has perennial appeal for widely differing audiences. In this connection, several suggestions centered upon expanding and diversifying the program of community services. One urged the development of activities for "smaller groups of around 100"; another, the development of a summer program of community services; still another, providing activities for children "such as science classes, nature walks, conservation, and music appreciation." Although it is difficult to determine the distribution of program emphasis, it is probably unwise to stress any one facet to the adumbration of the others. Whereas, for example, one suggestion favored emphasizing the educational aspects of the program ("place less emphasis on throwing out the ball and more on teaching skills"), a factor contributing largely to the success of another program was its recreation classes. And a third program was highly successful because of a policy to select speakers "who can make a contribution to the cultural education of the community." Just where the emphasis will be placed, of course, depends primarily upon established program objectives and philosophy. Thus, these must be clearly defined prior to the development of implementing activities.

All of this implies long-range planning of the program which, conceivably, could result in making community colleges "county cultural centers." In turn, community needs and interests must be identified and services tailored to specific requirements. Contributing factors and suggestions alike point to the efficacy of selecting activities for separate and individual groups; e.g., developing a special activity for sixteen-to-eighteen-year-old high school dropouts, and restricting admission to short courses to specific groups such as retail sales people or office managers. But whatever the service provided, the importance of selecting high-quality personnel for the program cannot be overemphasized. Thus, although adherence to a policy of selecting only the best talent available may limit the extent of program offerings, it is better to establish high standards of public performance than to rely heavily upon touring lecturers, for instance, who offer little more than "canned talks," or upon college staff members in preference to "outside experts" for forums.

In all, fourteen procedures not originally reported as critical behaviors were recommended by the contributing factors and suggestions for improvement briefly discussed in the foregoing paragraphs.

These effective procedures, which are set out below in the same form as the ninety-one critical requirements, probably warrant special consideration in the establishment or expansion of community services programs designed for effectiveness.

- Arrange for community cultural groups to affiliate with college
- Assess community needs and interests through surveys and polls
- Assure staff supervisors of freedom and authority to develop their activities
- Conduct appropriate research studies
- Encourage experimentation and innovation in developing program
- Enlist interest, support, and participation of community in college and its program
- Establish community services division as major administrative area
- Establish regular information program to keep citizens of college district informed on college matters
- Improve reception of visitors to campus
- Maintain effective communication between community services office and other college offices involved in providing services
- Maintain high staff morale
- Obtain support of board, administration, and faculty for community service as a major function
- Provide opportunity for faculty to help plan program
- Review policies, regulations, and procedures periodically to see if still effective

#### CHECK LIST OF CRITICAL REQUIREMENTS

The sixteen critical requirement categories suggest responsibilities of administrators and staff supervisors in the program of community services and indicate in behavioral terms ways of meeting those responsibilities. In the paragraphs which follow the relationship between these categories and eight established administrative processes will be observed. These processes are: goal-setting, organization, planning, evaluation, perpetuation, identification, communication, and decision-making.

If getting things done by groups of people constitutes administration, purpose provides the criteria for determining what things must be done. Goal-setting is represented by three critical requirement categories: Define program purposes and objectives; Establish high standards for public performance; and Establish and adhere to written policies, regulations, and procedures. The purpose of goal-setting is to organize the instrumentality—to give direction to the organiza-

tion; so that a great deal of behavior, and particularly the behavior of individuals within each organization, is purposive—oriented toward goals and objectives. Thus, administration by objectives is seen as a democratic process utilizing all key people in the organization. Goals are established by board policy, the chief administrator, other administrators in the organization, and the public.

The process of organization is represented among the critical requirement categories by Provide effective administration and supervision; Obtain essential resources; Utilize community facilities and resources; and Secure board, administration, and faculty support. The concept of organization is only partially expressed by the organization chart, for it does not relate the social and human relations that motivate action. Organization answers the question: "Who does the work?" It is the analysis and grouping of all activities necessary to the objectives of an undertaking so as to provide the structure of duties and responsibilities. Indeed, outstanding administrative achievements occur when the human elements and structure are related.

Three critical requirement categories correspond to the administrative process of planning: Provide effective planning and research; Co-ordinate services with other community groups; and Tailor services to specific needs and interests. What, precisely, does planning a program of community services entail? It involves the selection of objectives and the formulation of policies and procedures for achieving them—both for the entire program and for each segment thereof. And leadership has an imperative role to play in planning; it must delegate all planning work which can be done at a lower level as effectively and economically, and it must recognize planning as a function that cannot be performed with complete independence of planning on other levels of organization. Planning is an intellectual process—the conscious determination of courses of action, the basing of decisions on purposes, facts, and considered estimates. It is therefore apparent that the planning and control function of administration are inseparable.

The administrative process of evaluation is included in the critical requirement category, Provide effective planning and research. The primary purpose of evaluation is to assure that goal achievement will be effective. Evaluation also determines how well the organization program or activity is discharging the obligation inherent in the purpose for which it was designed. And evaluation should be based on the goals of the organization or specific activity.

Perpetuation is the process which seeks to insure the organization's continuation and is based on research. The critical requirement

category, Provide effective planning and research, includes perpetuation. There is need for continuous research by the organization to adjust its goals to meet the major demands of society. This need stems from the fact that "leadership of any quality fails when it concentrates on sheer survival: institution survival, properly understood, is a matter of maintaining values and distinct identity."<sup>1</sup>

Four critical requirement categories relate to the administrative process of identification: Involve community in planning and development; Involve faculty and students in planning and development; Orient faculty and staff to community service function; and Encourage staff to participate in community affairs. The purpose of this process of identification is to define the emotional tone symbols which help individuals to identify with an organization. Identification has two dimensions: (1) the organization must identify with the surrounding society and the society with the organization, and (2) the individuals must identify with the organization. If an institution has built an image which yields emotional satisfaction by alignment with the organization, then it has achieved an advantage in getting commitments.

The critical requirement category, Maintain effective internal and external communication, corresponds with the administrative process of communication. So important to organization is communication that the development and maintenance of a system of communication becomes the first function of an executive. Upon the establishment of an effective communication system depends the quality of decision-making in an organization, for this latter function is related to the amount of information available concerning the issues under consideration. Communication is a prime determinant of morale in an organization. With respect to his experience in Arabia, T. E. Lawrence observed: "Morale, if built on knowledge, was broken by ignorance." The function of communication, then, is not merely to unburden one's mind of a thought, but to transmit an idea to another's mind and stimulate implementing action.

The heart of organization and administration is decision-making. This administrative process is involved in all of the critical requirement categories and most particularly related to Involve community in planning and development; Involve faculty in planning and development; Provide effective planning and research; and Provide effective administration and supervision. Decision-making includes not only the decisions but also the acts necessary to put the decisions into operation, and may be called problem-solving or even research.

<sup>1</sup> Philip J. Selznick, *Leadership in Administration* (New York: World Book Company, 1958), p. 631.

And while decisions are made at all levels of the organization, the only true administrative decisions are those which establish the criteria for the decisions of others.

On the pages which follow a basic program of community services and basic procedures for the effective administration and supervision of the program are presented in check list form. This check list is offered as a guide for public and private junior colleges interested in establishing or strengthening a program of community services.

The basic program of community services is based on critical incident categories judged by administrators and staff supervisors of U. S. junior colleges to be effective in achieving the four objectives of the community services program. Moreover, the basic procedures reflect the ninety-one critical requirements, sixty-eight different contributing factors, and sixty-eight separate suggestions for improvement.

A basic program of community services should provide for:

**I. Community Use of College Facilities**

Provision of physical facilities for meetings and events

Cosponsorship of community services on campus

**II. Community Educational Services**

Short courses

Community leadership and development

Community counseling

Speakers' bureau

**III. Cultural and Recreational Activities**

Lecture series

Fine arts series

Recreation activities

**IV. Institutional Development**

Special events

Citizen participation groups

Community information service

The effective administration and supervision of the program of community services involves:

**I. Securing Community-College Support**

**A. Involve community in planning and development**

Utilize personnel of appropriate community groups in planning and promotion of program

Engage community advisory committees in planning of program

Obtain cosponsorship of services and activities by local groups

Actively involve a large number of community people and groups in program



- Secure active participation and support of community leaders
- Organize community advisory council as means of identifying community needs and interests
- Develop and maintain co-operative, friendly relationships with community groups
- Arrange for community cultural groups to affiliate with college
- B. Maintain effective internal and external communication**
  - Establish regular information service to keep citizens of college district community informed on college matters
  - Provide adequate time to plan publicity campaigns
  - Use a wide variety of media to communicate with public and reach all segments of college district community
  - Direct publicity and publications toward specific publics in community
  - Utilize extensive direct-mail publicity
  - Arrange for direct coverage of college events by area press
  - Develop and maintain personal relationship with area press
  - Prepare brochures regarding activities and services and distribute throughout community
  - Issue personal invitations to community leaders to attend events
  - Keep public fully informed of services available from college
  - Establish citizens' committees as an aid in presenting programs to community
  - Clarify channels of communication between community services office and other college departments involved in providing services
- C. Involve faculty and students in planning and development**
  - Encourage active participation of faculty and students in program
  - Organize student-faculty planning committee
  - Provide opportunity for faculty to help plan program informally and through study and advisory committees
- D. Co-ordinate services with other community groups**
  - Co-ordinate program with other community and regional groups to avoid unnecessary duplication of services
  - Maintain close liaison with public school personnel of college district
  - Encourage community-wide co-ordination of cultural and recreational activities
- E. Encourage college staff to participate in community affairs**

- Encourage college personnel to participate in community activities
- Make college personnel available to community as consultants
- Provide leadership in organizing needed community groups and solving community problems
- F. Orient faculty and staff to community services function
  - Interpret community service function to college faculty and staff on continuous basis
- II. Determining Nature and Scope of Program
  - A. Provide effective planning and research
    - Insure long-range planning of program
    - Plan carefully all details of each individual service or activity
    - Begin planning of individual services and activities at early date
    - Consider carefully timing of services or activities
    - Encourage staff experimentation and innovation in developing program
    - Invite community groups to utilize college facilities and resources
    - Preplan advisory committee meetings carefully
    - Obtain evaluation of services and activities from participants
    - Conduct appropriate research studies, including surveys and polls
  - B. Establish high standards for public performance
    - Select known, quality artists and lecturers
    - Determine and adhere to standards for public performance
  - C. Tailor services to specific needs and interests
    - Tailor program and individual services to meet needs and interests of specific groups in district community
  - D. Define program purposes and objectives
    - Determine objectives and philosophy of program and individual services
    - Emphasize educational aspects of program
    - Present diversified and balanced program
    - Define specific functions of citizens' advisory committees
  - E. Identify community needs and interests
    - Make community survey to determine specific needs and interests of district community
    - Base each decision to provide a service or activity on analysis of community needs and interests
    - Hold conferences and informal discussions with community people for purposes of determining community needs and interests

Encourage community-at-large to express its desires and needs for specific services

### **III. Organizing and Administering Program**

#### **A. Provide effective administration and supervision**

Establish community services division as major administrative area

Obtain full-time community services administrator to provide leadership and assume over-all responsibility for program

Provide adequate staff to organize and implement program

Select enthusiastic, well-qualified staff supervisors for program

Employ qualified public information officer

Provide supervisors with sufficient time and authority to plan and co-ordinate activities

Assure staff supervisors of freedom and authority to develop their activities

Obtain adequate clerical assistance

Select membership of citizens advisory committees carefully on basis of purposes of committee

Provide expert staff help for citizens' advisory committees

Provide over-all co-ordination of events cosponsored by community groups

#### **B. Establish and adhere to written policies, regulations and procedures**

Establish written policies, regulations, and procedures for all aspects of program

Apply policies and regulations uniformly

Review policies, regulations, and procedures periodically to see if they are still effective

Maintain flexibility in accommodating community needs

Require that all instructions and requirements for use of college facilities be in writing

Arrange meeting with representatives of groups using college facilities for detailed joint planning

Require college supervisor to be present during time facility is being used by community group

#### **C. Utilize community facilities and resources**

Offer services and activities at off-campus locations

Utilize qualified consultants in developing program when need arises

#### **D. Secure board, administration, and faculty support**

Secure understanding and support of board of trustees for program

Elicit support and co-operation of administration and faculty

Obtain support of board, administration, and faculty for community service as a major function

**E. Obtain essential resources**

Secure essential financial support for program

Provide adequate facilities and equipment for program

As this report has emphasized repeatedly, a junior college community service program attains maximum effectiveness when it is molded to the needs and desires of the community which the college serves. It is to be hoped that administrators contemplating the development or expansion of community service programs of their own will find useful the experiences of their colleagues in other communities which eventually gave expression to the foregoing guidelines and to considered judgments of their worth.

**Occasional Reports from UCLA Junior College Leadership Program:**

1. Frederick C. Kintzer. *Faculty Handbooks in California Public Junior Colleges* (Junior College Leadership Program, Occasional Report No. 1), Los Angeles: University of California, Los Angeles, 1961. Price, \$1.00.
2. Frederick C. Kintzer. *Board Policy Manuals in California Public Junior Colleges* (Junior College Leadership Program, Occasional Report No. 2), Los Angeles: University of California, Los Angeles, 1962. Price, \$1.00.
3. *Institutional Research in the Junior College—A Report of a Conference* (Junior College Leadership Program, Occasional Report No. 3), Los Angeles: University of California, Los Angeles, 1962. Price, \$1.50.
4. Frederick C. Kintzer. *President's Report in American Junior Colleges* (Junior College Leadership Program, Occasional Report No. 4), Los Angeles: University of California, Los Angeles, 1963. Price, \$1.50.
5. *Establishing Junior Colleges* (Junior College Leadership Program, Occasional Report No. 5), Los Angeles: University of California, Los Angeles, 1964. Price, \$1.50.
6. B. Lamar Johnson. *Islands of Innovation* (Junior College Leadership Program, Occasional Report No. 6), Los Angeles: University of California, Los Angeles, 1964. Price, \$1.00.
7. B. Lamar Johnson, ed. *New Directions for Instruction in the Junior College* (Junior College Leadership Program, Occasional Report No. 7), Los Angeles: University of California, Los Angeles, 1965. Price, \$2.00.
8. B. Lamar Johnson, ed. *The Junior College Library* (Junior College Leadership Program, Occasional Report No. 8), Los Angeles: University of California, Los Angeles, 1966. Price, \$2.00.
9. B. Lamar Johnson, ed. *Systems Approaches to Curriculum and Instruction in the Open-Door College* (Junior College Leadership Program, Occasional Report No. 9), Los Angeles: University of California, Los Angeles, 1967. Price, \$2.00.
10. Ervin L. Harlacher. *Effective Junior College Programs of Community Services: Rationale, Guidelines, Practices* (Junior College Leadership Program, Occasional Report No. 10), Los Angeles: University of California, Los Angeles, 1967. Price, \$2.00.

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